

Program Review

Parks and Property Department

June 1984

The Municipality of Metropolitan Toronto

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PARKS AND PROPERTY DEPARTMENT

PROGRAM REVIEW

Municipality of Metropolitan Toronto
Management Services Department
Policy Research and Management Consulting Division
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EXECUTIVE SUMMARY

A Introduction

The Parks and Property Department is responsible for an operating budget with estimated (1984) gross expenditures of about \$33 million and net expenditures of about \$15 million. The Department is either directly responsible or involved in capital projects which will total about \$145 million in the five year period 1984-1988. The Department directly administers some 9,000 acres of parkland and uses the services of up to 700 full and part-time staff spread across Metro Toronto.

The Program Evaluation and Review of the Parks and Property Department is based on the following terms of reference adopted by the Program Evaluation and Review Committee on September 8, 1983:

1. To review and analyze the mandate of the Department as it relates to the departments, boards, agencies, and commissions of the Metropolitan Corporation.
2. To review and analyze the relevance, adequacy and priorities of the Parks and Property Department's goals and objectives.
3. To review and evaluate the functions and activities of the Parks and Property Department in relation to goals and objectives.
4. To review and analyze the functions and functional relationships of the various organizational units in the Parks and Property Department and their relationships to other departments.
5. To make appropriate recommendations concerning all of the above.

B. Role of the Department

ISSUE: CHANGING ROLE OF THE DEPARTMENT

The activities of the Parks and Property Department can be summarized into five functional areas:

- routine property maintenance including housekeeping and caretaking services provided to Police, Ambulance Services and Exhibition Place,
- property management involving real estate services for all Metro departments and agencies and management of the

- commercial/residential property portfolio,
- construction and renovations services for Police, Ambulance Services, Exhibition Place and the Metro Zoo,
- parks and recreation involving the planning, design and operation of the Metro Parks system,
- administrative support for the foregoing activities.

The above activities can be categorized into three primary roles served by the Department:

- providing services to Metro clients,
- providing services to the public,
- carrying out Corporate management responsibilities.

This Review has concluded that the parks-related activities of the Parks and Property Department are well defined within a long-term planning framework. The Department is adequately fulfilling all of the above roles with respect to parks activities providing as it does direct services to the public in terms of the Metro parks system and as a Corporate manager engaging in effective planning and development with respect to future parks requirements. The parks system is an important Corporate resource with which the public appears to be very satisfied.

In terms of property-related activities, within the context of a centralized function, there are deficiencies with respect to the role of the department as an effective Corporate property manager. Property management in Metro is widely dispersed among many departments and agencies. The Parks and Property Department provides only limited services to a small number of client groups. There is no effective centralized Corporate property management and as a result Metro is not achieving all possible cost efficiencies and runs the risk of future problems because of a lack of proper preventative and routine

maintenance.

As one of Canada's largest public sector organizations, Metropolitan Toronto must have effective Corporate property management of its building asset portfolio which is worth an estimated \$1.7 billion (insured replacement cost). Centralized policies and processes are needed to ensure that routine property maintenance is adequate and efficient; that preventative maintenance is timely and effective and that new construction and renovation makes use of the latest materials and techniques to ensure energy conservation and efficient maintenance. Most important, each new building or major renovation constitutes a significant investment of taxpayer's dollars and Metro Council must be assured that the optimal choice is made after careful analysis of all possible alternatives.

The Parks and Property Department as the Corporation's property manager must take the lead in establishing standards for routine property maintenance, construction and renovations and office space requirements. Further, there is a need for a standardized review process for all building projects included in the Capital Works Program. Such a process should evaluate the economic feasibility of projects, application of general construction standards and consideration of all possible alternatives.

There is much that the Parks and Property Department can do immediately working with its existing client groups and available resources to build a foundation for its responsibilities as the Corporation's property manager. The development of the Department in this role will evolve over time.

The recommendations which follow present the requirements for the

Department to begin this process of fulfilling its Corporate management obligations and to enhance its existing services such that the Corporation's building assets are adequately protected and that efficiencies are achieved in all aspects of property management.

RECOMMENDED ACTIONS

1. That Metro Council acknowledge the requirement to develop a Corporate management role for its property and building assets and that the Parks and Property Department assume the initial responsibility for the development of this role as set out in the further recommendations of this Report.
2. That the Parks and Property Department prepare a detailed statement of goals and objectives reflecting the proposed role for the Parks and Property Department including the Corporate management aspects of that role consistent with the recommended changes contained in this Report.
3. That the Parks and Property Department continue to be responsible for routine property maintenance for the facilities of the Police, Ambulance Services, Old City Hall, Parks and Property Department, and other departments and agencies which may from time to time require such services; and that the Parks and Property Department develop standards for routine property maintenance for the above mentioned facilities which may be used as guidelines, where appropriate, in other Metro departments.

4. That the Parks and Property Department in co-operation with Community Services, Roads and Traffic and Works Department review and evaluate property maintenance services as provided by each department regarding possible efficiencies which may be achieved by sharing of resources, co-ordinating operations, and any other measures deemed appropriate.
5. That the Parks and Property Department continue to be responsible for the planning, design, contract specifications and administration of contracts to completion for projects undertaken by Police, Ambulance Services, Parks and Property, Metro Zoo and Old City Hall; and further that the Parks and Property Department develop standards for such construction projects which can be applied to these facilities and which may also be used as guidelines for evaluation of similiar projects implemented by other departments.
6. That Parks and Property Department with the Community Services, Roads and Traffic and Works Departments review and evaluate policies and procedures governing construction of buildings to determine if it is possible to apply standards across the Corporation including such aspects of construction as energy conservation, access for the handicapped, preventative maintenance, ease of maintenance, and other areas deemed appropriate.
7. That other agencies of the Metropolitan Corporation not specifically referred to above be informed about and invited to participate in the review and evaluation of construction and routine property maintenance standards as outlined in recommendations 3, 4, 5 and 6.

8. That the Parks and Property Department develop criteria for the review of building projects and land acquisitions involving those departments and agencies identified in recommendation 5 and provide expert advice as requested on the construction of building projects with respect to the five year Capital Works Program.
9. That the Parks and Property Department invite the Departments of Roads and Traffic, Community Services and Works to participate in the development of similar criteria which may be applied to building projects for which they are responsible and which can be used in the analysis of the five year Capital Works Program.
10. That the Parks and Property Department review the revenue estimates developed as part of the Ten Year Concept Plan to ensure consistency with the basic goal of the Parks system which is to provide free passive recreational areas and amenities and selected sport and active recreational facilities on a user fee basis and evaluate alternative funding proposals which may involve more user pay oriented facilities.
11. That the Parks and Property Department be responsible for the development of office space standards and a long-term plan for office accommodation for the Metropolitan Corporation.

C. Operating and Organizational Considerations

To fulfill the Corporate role of the Department and provide a full range of services will necessitate a number of operating and organizational changes.

ISSUE: OVERALL STRUCTURE

The Department has proceeded cautiously in the past 4 years to move toward full integration of the former separate parks and property functions. The operating changes to complete this integration must be completed quickly and supported by managerial changes designed to provide clear direction to enable the Department to fulfill the role set out for it above.

- The two Deputy Commissioner positions are to continue.
- There is a need to provide for clear direction in the development and implementation of the Department's Corporate management role including standards for routine maintenance, construction and renovation and office space needs.
- There is a need to have the Planning and Research Unit, which handles the planning, design and award of contracts for construction projects, linked very closely with the Construction and Renovations Unit which must supervise projects through to completion.
- Planning and development activities which are project-oriented involving capital facilities, requests for site evaluations, major renovations, and research-oriented tasks should be separated from operations activities which are routine and day-to-day, often requiring 24 hour-a-day responses.

RECOMMENDED ACTION

12. That the Parks and Property Department be reorganized into three Divisions described as follows:

- **An Administration Division headed by the Senior Administrative Officer and including all staff and activities currently assigned to that area with added responsibilities in the following areas:**
 - computer systems development activities
 - development of budget, analysis and control activities
 - training and management development activities
- **An Operations Division headed by a Deputy Commissioner, Parks and Property - Operations, and including all the staff and activities currently assigned to the Parks Division as well as the day-to-day management of the property portfolio including two staff currently assigned to that task within the Real Estate Unit.**
- **A Planning and Development Division headed by a Deputy Commissioner, Parks and Property - Planning and Development, and including all staff and activities currently assigned to the Planning and Research Unit, Construction and Renovations Unit and Real Estate Unit, except for the two staff responsible for management of the Property Portfolio who are to be assigned to the Operations Division.**

ISSUE: ACCOMMODATION SERVICES

There is at present no comprehensive accommodation service available to Metro departments and agencies seeking office space. Nor is there any long-ranging office space planning. Significant savings can result from improved space utilization in the Metro Corporation. There is a demonstrated need for the development of effective Accommodation Services in the Corporation.

RECOMMENDED ACTION

13. That the Parks and Property Department develop and implement a plan to create an Accommodation Services activity which would include:
 - provision of space planning services
 - development of Corporate space use standards
 - provision of economic feasibility analysis of proposals for major building projects
 - provision of consulting services with respect to office relocation
 - continued assistance and monitoring with respect to lease negotiation and administration
 - co-ordination of space requirements with activities of other departments such as records management and office automation which will have a significant impact on the space requirements of the Corporation
 - development of a long-range plan for Metro Toronto's office space requirement which can be updated annually.

14. That the Parks and Property Department develop and implement a standardized process for the acquisition of leased office space by the Metropolitan Corporation.

ISSUE: REVIEW OF REAL ESTATE SERVICES

Because of the identified need for accommodation services and the scope and demand for professional valuation - negotiation services now offered, the provision of Real Estate services needs to be reviewed in terms of the nature and extent of the services required as well as the potential of using more outside assistance.

RECOMMENDED ACTION

15. That the Parks and Property Department institute a detailed review of the work of the Real Estate Unit as it relates to valuation, negotiation and acquisition/disposal of properties and the provision of leased office space; such review to involve the services of an outside consultant with expertise in the Real Estate area and that the amount of \$35,000 be provided from the Contingency Account.
16. That the Maintenance Inspector position officially part of the Real Estate Unit, but now reporting for operational purposes to the Manager, Construction and Renovations, be formally transferred to that Unit.
17. That the Parks and Property Department develop and implement an extended computerized inventory of property holdings of Metropolitan Toronto which would be available to all departments and agencies.

ISSUE: ENERGY CONSERVATION

The property-related portion of the energy conservation program being co-ordinated by Management Services Department staff has been very successful and would be more appropriately handled as part of the Corporate Property Management Program.

RECOMMENDED ACTION

18. That the responsibility for development and co-ordination of property-related energy conservation activities should be transferred from the Management Services Department to the Parks and Property Department.

ISSUE: COST/BENEFIT OF ROUTINE PROPERTY MAINTENANCE

Because routine property maintenance activities are easily comparable to similar activities in the private sector and elsewhere, it is important that the Department demonstrate the efficiency and economy of providing these services in-house.

RECOMMENDED ACTIONS

19. That the Parks and Property Department, having established standards for routine property maintenance activities including outside general maintenance services, institute a regular program for evaluating alternative methods of providing such services.

D. Managerial Issues

A number of issues emerged in the course of the review that need to be addressed because they can serve to support the implementation of the recommendations concerning the role of the Department and its operations.

ISSUE: IMPROVED MANAGEMENT PROCESSES

To demonstrate that the Department's programs are effective in achieving goals and objectives and that resources are being employed economically and efficiently, meaningful performance measures must be developed and used.

RECOMMENDED ACTION

20. That the Parks and Property Department, in consultation with the Management Services Department, implement a program to develop appropriate performance measures for all Units in the Department.

ISSUE: HUMAN RESOURCE UTILIZATION

With the recent changes in responsibilities and the proposed restructuring, it is important that job descriptions be updated, responsibilities clarified and titles and salary classifications reviewed.

There is evidence to suggest that senior positions are not always backed-up sufficiently in terms of expertise and authority. Effective succession planning is needed.

RECOMMENDED ACTION

21. That the Personnel Department and Parks and Property Department review all Parks and Property Department management job descriptions, salary classifications and titles to ensure that they reflect the proposed added responsibilities and activities.
22. That the By-laws governing the Deputy Commissioner of Parks and the Deputy Commissioner of Property be amended as necessary.
23. That the Parks and Property Department in co-operation with the Personnel Department develop and implement effective succession planning in the Department.

E. Implementation

ISSUE: IMPLEMENTATION PLAN

To implement all of the foregoing changes will require careful planning and possibly assistance from the Management Services Department. This assistance should be made available. The Parks and Property Department requested a number of new positions in its 1984 Budget. These have been reviewed by a study team including representatives from Management Services, Personnel and Parks and Property Departments. As a result, some positions will be acted on immediately while the remaining positions and new positions recommended in this Report must be reviewed and recommendations made by the fall of 1984.

The changes recommended in this review are significant and must be made only with the full understanding and co-operation of the staff involved. To accomplish this will require careful planning of the changes to be undertaken, intended results, timing of implementation and services to be committed.

RECOMMENDED ACTION

24. That the remaining staff requests of the Department which were included in the Parks and Property Department's 1984 Budget estimates be reviewed and analyzed in detail in the context of the recommendations of this Review by a study team consisting of staff from the Parks and Property Department, Personnel Department, and Management Services Department; the study team to report its findings and make recommendations by September of 1984.

25. That subject to the results of the review outlined in recommendation 24, and preparation of an action plan for implementation of this report, the Parks and Property Department add the following positions at a total estimated cost including fringe benefits of \$148,400, the salary levels subject to a review by the Personnel Department.

<u>POSITION</u>	ESTIMATED ANNUALIZED
	<u>SALARY & FRINGE</u> <u>BENEFIT COSTS</u>
Manager, Accommodation Services	\$ 58,500
Analyst, Planning and Research	\$ 49,100
Energy Conservation Co-ordinator	<u>\$ 40,800</u>
	\$148,400

26. That the Commissioner of Parks and Property prepare a plan describing the actions needed including the provision of additional staff that are required to implement these recommendations based on the time frame described in the implementation section of this Review or such other time frame as may be appropriate.

A. INTRODUCTION

1. Focus of Study

The Program Evaluation and Review of the Parks and Property Department is based on the following terms of reference adopted by the Program Evaluation and Review Committee on September 8, 1983:

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- 2. To review and analyze the relevance, adequacy and priorities of the Parks and Property Department's goals and objectives.**
- 3. To review and evaluate the functions and activities of the Parks and Property Department in relation to goals and objectives.**
- 4. To review and analyze the functions and functional relationships of the various organizational units in the Parks and Property Department and their relationships to other departments.**
- 5. To make appropriate recommendations concerning all of the above.**

In consideration of these terms of reference, the focus of this Review has been an analysis of activities for the purpose of identifying the current role of the Department, the definition of the appropriate role, an identification of the service gaps that presently exist, the development of recommended changes including organizational considerations and the determination of a comprehensive action plan for implementing these changes.

2. History of the Department

The amalgamation of the Parks and Property Department was agreed to by Metropolitan Council on September 8, 1978. The major reasons for this were reported to Council as follows:

"It may be observed that the amalgamation of the Parks Department with an existing department would,

- (a) give proper recognition to the probable future role of a parks function;
- (b) provide the opportunity for long-term cost savings;
- (c) provide immediate improvement in financial control;
- (d) strengthen both departments by combining complementary skills and operations."

The 1978 amalgamation resulted in the creation of the Commissioner of Parks and Property position and direction to the incumbent that he proceed to operate the Parks and Property Department as separate departments until such time as a plan could be put in place for complete amalgamation. On June 3, 1980, the requested plan was put forward to implement the amalgamation and has proceeded in several stages. This Review does not recommend any major change with respect to the amalgamation because the initial review of the situation suggests that the cost of restructuring the existing Parks and Property Department into two separate departments again would outweigh any possible benefits that might be derived. Accordingly, this Review begins on the premise that the integration of the Parks and Property Departments should continue. A detailed description of the evolution of the Department is described in the Parks and Property Department - Program Profile (Appendix A).

3. Parks Program

The Parks Division of the Parks and Property Department has continued to operate its programs and activities much as it did prior to the 1980 amalgamation. The Parks program is well-defined and it is only in the last year that a major shift in operating responsibilities has occurred with the assumption of responsibility for housekeeping and caretaking by the Parks Division staff in various Police, Ambulance and other Metro buildings. This is a logical extension of the amalgamation as it enables the Department to take advantage of complementary skills and operations.

Goals for the Parks system have been articulated in the Ten Year Concept Plan adopted by Council in December of 1983 which sets the direction for the Metro Parks programs over the next decade. Consequently, with the Parks role well defined and established and a comprehensive long term plan in place, it was deemed that the objectives of this Review were best served by focusing on the Property program.

4. Property Program

Because the Parks program is reasonably well defined, the recommendations contained in this Report relate primarily to the role definition, the services provided, the functions, activities and organizational relationships of the Property program and the interface of property-related activities to the Parks Division. Special attention is given to the further development of a Corporate property management function within the Parks and Property Department.

5. Method of Analysis

The primary sources of information for this review were 25 interviews with senior managers in the Department and with senior and middle level managers in all major client departments and agencies which the Parks and Property Department services. Other sources of information included background reports, budget documents, Council minutes and relevant reports and literature concerning Parks and Property functions in other jurisdictions. Interviews were also conducted with senior staff in two other major organizations whose primary activity is property management.

As stated previously, this Review has concentrated on reviewing the role of the Department as it relates to various Metro Departments, (Departments, Boards and Commissions), and evaluating the extent to which the existing activities and programs support the successful implementation of that role. Accordingly, the detailed interview process and use of available information provided the major source of evidence for the conclusions regarding the adequacy of the role of the department, the current and future impact of various programs and the need for changes. Quantitative information was used where appropriate to support the validity of these findings.

A list of reference material used during the analysis of this Review is contained in Appendix B. The list of interviews conducted during the course of this Review is contained in Appendix C.

The Parks and Property Department staff have been of particular assistance in providing all information requested and offering their own forthright comments. The importance of this co-operation cannot be understated.

B. ROLE OF THE DEPARTMENT

1. Existing Role

The Parks and Property Department performs a variety of tasks and activities which are described in detail in Appendix A and are summarized in the Department's Statement of Purpose contained in its 1984 budget submission as shown below.

- "(a) To provide to the general public on lands owned by the Metropolitan Corporation or under agreement with the M.T.R.C.A. on lands managed and controlled as public parkland:
 - (i) free passive recreational areas and amenities;
 - (ii) displays of horticulture and arboriculture of interest to the community;
 - (iii) selected sport and active recreational facilities on a user-pay basis; and
 - (iv) water transportation service to Toronto Island.
- (b) To provide routine maintenance and repairs; caretaking and housekeeping services on Police buildings, Ambulance buildings, the Old City Hall, Summons Bureau, 60 Richmond Street East and, on request, to provide grounds maintenance at Exhibition Place.
- (c) To administer a Capital Works Program of construction, rehabilitation, restoration and renovation for Police, Ambulance, Exhibition Place and the Metropolitan Zoo.
- (d) To provide an efficient and comprehensive service to other Metropolitan Departments, Boards and Commissions in matters of Real Estate valuation, negotiation and acquisition of property, including leasing by expropriation procedure or otherwise. To dispose of surplus properties and air rights and/or arrange the leasing thereof.
- (e) To provide routine maintenance and repairs on Metropolitan-owned residential and commercial properties.
- (f) To establish market rentals, select and place tenants, conduct routine inspections and maintain on-going tenant relations."

The various activities referred to above can be broadly categorized into the following five functions:

- Routine property maintenance,
- Property management,
- Construction and Renovations,
- Parks and Recreation
- Administrative support.

In carrying out the above parks and property functions over the past years, the following three major roles have emerged for the Department which it fulfills to varying degrees:

- providing services to Metro clients,
- providing services to the public,
- carrying out Corporate management responsibilities.

The present activities of the Department can best be reviewed by categorizing them within the context of the five major functions and three major roles as shown in Exhibit I. This model is used to analyze the Department's role and to help identify gaps in service and make appropriate recommendations.

(a) Services to Metro Clients

Services to Metro clients are characterized as those activities which are requested of the Parks and Property Department by other departments and agencies. The Parks and Property Department charges back the cost of these services to the client and works with the client to determine appropriate service levels. These activities are handled on a largely informal basis without any standard agreement. The Parks and Property Department responds to client requests as they occur.

EXHIBIT 1

PROGRAM EVALUATION AND REVIEW
PARKS AND PROPERTY DEPARTMENT
EXISTING ROLE MODEL

FUNCTIONS ROLES					
	Routine Property Maintenance	Property Management	Construction Renovations	Parks/Recreation Operations	Administrative Support
Services to Metro Clients	- Caretaking/house-keeping and routine maintenance of buildings by agreement with other Depts. - <u>Clients:</u> Police, Ambulance, Exhibition Place	- Rental, maintenance, repair and disposal of properties which are responsibility of the Department - <u>Clients:</u> Works, TTC, Roads & Traffic - Real Estate Services - <u>Clients:</u> All Depts. and agencies	- Planning, design, construction of buildings and major renovations - <u>Clients:</u> Police, Ambulance, Zoo, Exhibition Place	- Landscaping, horticultural, arboricultural services - <u>Client:</u> Community Services (Day Care), Works (grass cutting), Roads & Traffic (trees)	- Administrative support - <u>Client:</u> Parks & Property
Services to the Public	- Maintenance of park lands and facilities including Old City Hall	- Maintenance, repair of properties rented to Public	- Planning, design, construction of buildings for Parks - Planning, design, development of Park lands/recreational facilities	- Operation of Parks, Ferry services, golf courses, etc. - Administration of grants	- Administrative support
Corporate Management				- Long term plans for Metro Parks system and recreational facilities	- Administrative support

Routine property maintenance such as caretaking and housekeeping services are provided to Ambulance Services, Police and Exhibition Place.

In terms of property management, the Department is responsible for about 337 residential and commercial properties which were assembled by other Metro Departments and Agencies for various capital works and rights-of-way. Revenues from and costs of maintaining these properties are charged to various capital projects with the Parks and Property Department acting as the property manager. Acquisition of property, including leasing of office space, is provided to all Metro departments and agencies.

Construction and renovation services are provided to Police, Ambulance Services, Exhibition Place, as well as the Metro Zoo. The type and level of services offered to Exhibition Place is presently being negotiated as a result of recent legislative changes.

The Parks Division has provided some landscaping services to the Community Services Department's day care facilities and occasional advice to other clients on horticultural and arboricultural activities. The Division also provides tree services to the Roads and Traffic Department. Grass cutting for some Metro Toronto Works facilities is shared.

Administrative support from the Administration Division of Parks and Property is provided for all three roles.

(b) Services to the Public

The Parks and Property Department is responsible for the provision of two major services directly to the public: the Metro Parks system, Old City Hall and rental properties.

In terms of routine property maintenance, the Parks and Property Department services Old City Hall, the Parks System and the portfolio of properties rented directly to the public. As mentioned, the Parks and Property Department manages a portfolio of 337 residential and commercial properties. The Parks and Property Department controls the rental of these properties, their maintenance, and the valuation for purposes of disposal. The departments for whom the properties were acquired have responsibility for making the decision as to when a particular property will be demolished to make way for a specific capital project or other use.

The provision of public parks is one of the major functions of the Metro Corporation. The Metro Official Plan clearly spells out the Parks mandate and most recently, Council adopted a Ten Year Concept Plan. The Parks and Property Department is responsible for the planning, design, construction and maintenance of the Parks system and its various facilities.

(c) Corporate Management

As noted in Exhibit 1, the one functional area where the Parks and Property Department has developed its role as a Corporate manager is that of Parks and Recreation. In other functional areas, such as routine property maintenance, property management, and construction and renovations, the Department has no regulatory or monitoring role with respect to the activities of other departments. In these areas, decisions with respect to the type and level of service provided are in the hands of the client departments and agencies. The Parks and Property Department does not attempt to set standards or to monitor those functions on a regular basis when performed by other departments and agencies, only those identified as clients.

Excluding the Parks system and Real Estate services, the Parks and Property Department has only four primary clients, Police, Ambulance, Exhibition Place and the Metro Zoo. The Department's role with respect to Exhibition Place is under review and while it will remain largely unchanged in 1984, Exhibition Place staff would like to provide more direct services themselves in the future.

Exhibit 2 which follows illustrates the total insured replacement value of Metro building assets. Insured replacement value is used because market value figures are not available. In terms of the routine property maintenance function, the Parks and Property Department services directly buildings worth about 5% of the total insured replacement value. In terms of construction and renovations, the Parks and Property Department services clients whose buildings constitute about 7% of the Metro total. If Exhibition Place is included in the total, the Metro Parks and Property Department responsibility climbs to about 14% in terms of construction and renovations and about 12% for routine property maintenance. Of the remainder, buildings whose value accounts for more than 80% of the Metro total are handled entirely by other Departments and agencies. The conclusion is that the Metro Parks and Property Department has Corporate-wide property management responsibilities in one area only - that of Real Estate services, wherein it provides valuation negotiation services to all departments and agencies.

(d) Requirements for Change

In its existing role, the Parks and Property Department provides a limited range of services to a small number of departments and agencies. Its major role in terms of the management of the Parks system is well established and needs little comment. Control and responsibility for the Corporation's building assets is dissipated among

Exhibit 2

**INSURED VALUE OF METROPOLITAN TORONTO
BUILDING ASSETS***

<u>DEPARTMENT/AGENCY</u>		<u>BUILDINGS</u> (\$ Millions)
(a)	<u>Parks & Property Clients</u>	
	Police	\$ 49.3
	Parks	22.4
	Zoo	29.7
	Ambulance	6.9
	Old City Hall	7.0
	Exhibition Place	116.2
	Sub Total	\$ 231.5
	% of Asset Total	13.9%
(b)	<u>Other Departments/Agencies</u>	
	Social Services Division	\$ 17.1
	Metro Housing	439.9
	Homes for Aged	67.5
	Works	869.6
	Roads and Traffic	6.1
	O'Keefe Centre	30.0
	York University Sports Complex	4.1
	Other	3.7
	Sub Total	\$1,438.0
	% of Asset Total	86.1%
	Total Assets	\$1,669.5

- * Source: Treasury Department, November 21, 1983
1984 Insured Replacement Cost of Buildings Only

all departments and agencies with no clear direction and no general support to ensure that these assets are maintained and used to maximum advantage. There is in effect no corporate property manager.

Summarizing the Parks and Property Department's existing role in the Metropolitan Corporation in terms of services to Metro clients and to the public, the Parks and Recreation function is well established, providing services to the public within an effective long-term planning framework. There is some potential to utilize the skills and expertise found in the parks area to service other Metro departments and agencies and this needs to be explored.

Corporately, the Parks and Property Department has a clearly legislated mandate to develop and operate the Metropolitan Toronto Parks system and to provide various regional recreation facilities. This is set out in Metropolitan By-laws, the Metro Official Plan, Provincial Acts and various policy statements adopted by Metropolitan Council. Recent approval of the Ten Year Concept Plan will also serve to provide direction for the Parks recreation function.

Corporate management of property-related functions is not articulated in a meaningful fashion. There is a need to:

- develop corporate standards for routine maintenance, leasing and use of office space and construction and renovation of Metro-owned buildings,
- continue to provide direct service to departments and agencies as requested, where it is efficient to do so,
- provide advice on a consulting basis to departments and agencies on request with respect to construction and property maintenance,
- monitor and if necessary, regulate major building projects as defined by the Capital Works Program.

2. Proposed Role

The recommended changes which follow relate primarily to the property-related functions of the Parks and Property Department with some minor changes concerning Parks and Recreation services. Most important is the development of a Corporate property management interest for the Parks and Property Department. This is necessary to adequately protect and control the property assets which are held in the name of Metropolitan Toronto and for which Metro Council has ultimate responsibility. The development of standards with respect to routine property maintenance, leasing of office space, and construction and renovations can have material benefit in terms of correcting cost inefficiencies and minimizing potential deterioration of facilities due to poor maintenance with the associated risk of liability for accidental injury.

If it is deemed inappropriate that the department should assume the centralized Corporate approach to the management of property that is proposed in this report, the alternative is to consider totally decentralizing both the operating structure and responsibility for corporate building assets. While real estate services could continue to be provided on a centralized basis because of the economies involved in having specialized staff expertise at the center, other functions could devolve directly to operating departments. The Parks and Property Department provides major direct services (caretaking, housekeeping, construction) to only four departments and agencies, Police, Ambulance, Exhibition Place and the Metro Zoo as well as its own Parks Division. It is reasonable to assume that if necessary, these departments and agencies could develop the necessary supervisory skills and expertise to manage the existing workforce. This would leave only one facility, Old City Hall, to be accommodated and this could be included as part of the existing Parks Division. The landscaping, horticultural and arboricultural services now provided to Works, Roads and Traffic and Day Care would be unaffected.

The effect of such a decentralization of activity would mean the transfer of responsibility and staffing from the existing Construction and Renovations Unit and part of the Planning and Research Unit to other departments. These departments and agencies would then assume direct responsibility for whatever buildings they might occupy or control. The Parks Department would continue much as it did before with responsibility for its own facilities and Old City Hall. The Real Estate function could remain within the department or be transferred to another central agency such as Treasury or Management Services.

Such an alternative is less viable than the centralized approach because it would mean a lack of central control of building assets, no opportunity to take advantage of economies of scale and centralized expertise, and poor cost control through lack of standards for maintenance, construction and office space utilization.

(a) Development of a Corporate Management Role

The proposed role of the Parks and Property Department which is shown in Exhibit 3 will ensure that efficient and comprehensive property-related services are available to the Corporation and further, that over time those services take full advantage of Corporate-wide economies of scale. In terms of services to Metro clients, it is unrealistic to expect a single Department to provide all direct services for all Metro departments and agencies. Accordingly, the proposed role for the Department builds on the existing services which the Department provides directly to Corporate clients as a base for future standards and programs. In terms of services directly to the public, the role of the Parks and Property Department remains largely unchanged.

While it is unrealistic to provide direct services to all departments, the Parks and Property Department must undertake a Corporate

EXHIBIT 3

PROGRAM EVALUATION AND REVIEW
PARKS AND PROPERTY DEPARTMENT
PROPOSED ROLE MODEL

FUNCTIONS ROLES				
	Routine Property Maintenance	Property Management	Construction Renovations	Parks/Recreation Operations
Services to Metro Clients	- Caretaking/house-keeping and routine maintenance of buildings by agreement with other Depts.	- Rental, maintenance, repair and disposal of properties which are responsibility of the Department - Real Estate Services - Accommodation Services	- Planning, design, construction of buildings and major renovations for Metro Departments and Agencies	- Landscaping, horticultural, arboricultural services for Metro Departments and Agencies
	- Maintenance of park lands and facilities including Old City Hall	- Maintenance, repair of properties rented to Public	- Planning design, construction of buildings for Parks - Planning, design, development of Park lands/recreational facilities	- Operation of Parks, Ferry services, golf courses, etc. - Administration of grants
Corporate Management	- Evaluate service, establish guidelines and monitor application of minimum maintenance standards	- Establish policies and monitor activities relating to the leasing, rental, acquisition and disposal of property - Long range property management plan including office space standards	- Establish policies and monitor activities in relation to construction standards for all Metro buildings - Corporate capital buildings review process	- Long term plans for Metro Parks system and recreational facilities
				- Administrative support
				- Administrative support
				- Administrative support

management role with the development of maintenance standards, space requirements standards and construction and renovations standards. Further, it must be prepared to monitor on a continuing basis the broad-based activity related to these standards.

The effective management of Corporate property will be accomplished by providing direct maintenance services in the most efficient way to those departments and agencies that require them. Further, the Parks and Property Department will be established as the agency responsible for monitoring the maintenance and construction activities of those departments with which Parks and Property is now directly involved and as necessary for those departments and agencies which are responsible for their own construction and maintenance activities. Exhibit 4 which follows illustrates the client groups which would be served by the Parks and Property Department under the proposed role.

By establishing Corporate standards for maintenance and construction, the Corporation can improve its control of building assets and better protect itself from abuse or potential misuse of those assets. The effective management of Corporate building assets requires establishing one agency with the role of monitoring the maintenance and construction of all Corporate buildings.

(b) Routine Property Maintenance

While the Parks and Property Department would continue to provide direct routine property maintenance services to Police, Ambulance, Exhibition Place and Old City Hall, the Department should also assume responsibility for the establishment of minimum standards for caretaking and housekeeping as guidelines for proper care of all Metro-owned buildings to ensure that the Corporation receives the level of service appropriate to each facility at optimal cost. The development

EXHIBIT 4

PROGRAM EVALUATION AND REVIEW
PARKS AND PROPERTY DEPARTMENT
CLIENT GROUPS UNDER PROPOSED ROLE

FUNCTIONS ROLES					
	Routine Property Maintenance	Property Management	Construction Renovations	Parks/Recreation Operations	Administrative Support
Services to Metro Clients	- Police - Ambulance	- Real Estate Services: all Depts. and Agencies - Property Mgmt.: Works, Roads & Traffic, T.T.C.	- Police - Ambulance - Zoo - Parks & Property	- Parks & Property - Day Care (Landscaping) - Roads & Traffic (trees) - Works (grass cutting)	- Parks & Property
Services to the Public	- Old City Hall - Property Portfolio	- Property Portfolio	- Parks & Property	- Parks & Property	- Parks & Property
Corporate Management	- Standards & Policies: Police, Ambulance, Exhibition Place, Old City Hall - Service Evaluation and guidelines: Metro Depts.; Agencies by agreement	- Office space standards: all Metro Depts. - Real Estate policies: all Metro Depts. and Agencies	- Capital project review: all Depts., Agencies by agreement - Construction standards: Police, Ambulance, Zoo, Parks & Property - Standards as guidelines: other Depts. and agencies	- Parks & Property	- Parks & Property

of standards would, of necessity, involve all Metro departments which now provide their own services in this area. The Parks and Property Department would be expected to co-ordinate an evaluation of routine maintenance services provided by all departments as a basis for establishment of Corporate-wide guidelines and also to determine if economies could be achieved through sharing of staff, facilities and the established expertise of the Parks and Property Department staff.

This Review should extend to outside property maintenance such as landscaping services and grass cutting and to the possibility of having those services provided by the Parks and Property Department to all Metropolitan departments and to those agencies which wish to avail themselves of the service. The Parks and Property Department could initiate the establishment of guidelines among its own Corporate clients and once established use these as the basis for the co-ordination and evaluation of all such services.

(c) Property Management

The role played by the Parks and Property Department in terms of the management of residential and commercial properties acquired for other departments for various capital works and transit projects would remain unchanged.

In terms of real estate services, it is desirable that the Parks and Property Department provide "comprehensive" services to all Metro departments and agencies. Centralization of real estate services is an established fact and a necessary function of the Corporation because all properties regardless of the agency or department which uses them are ultimately the responsibility of Metropolitan Council. "Comprehensive" Real Estate services include accommodation services for the Corporation which must involve:

- provision of space planning services

- development of standards for space used by all Corporate departments
- provision of consulting services and expertise with respect to office relocation
- evaluation of the economic feasibility of major building projects
- on-going assistance and monitoring of leases
- co-operating with other departments in the development of standards for activities which are space-related, including records management and office automation
- development of a long-range plan for Metro Toronto's future office space requirements which can be updated annually.

The development of office space standards will be an important part of the planning process which would support the building of a Metro office building (e.g. a "Metro Hall"). While space planning is difficult today because of the variety of types of buildings in which Metro activities are housed, the process of setting standards can begin and will be a necessary foundation for future decisions with respect to the housing of Metro offices.

In addition, monitoring of space utilization and the development of standards in effective space usage can serve the Corporation in its leasing of downtown office space today. For example, the Province of Ontario, in consolidating its own downtown offices was able to employ a 10% "shrink factor" as well as economies of scale to effect major cost reductions. The Metro Corporation rents almost 150,000 square feet of office space in the downtown area, exclusive of its location in Toronto's City Hall. The analysis described in Exhibit 5 illustrates that even minimum attention to concentration of office space in a single location could produce savings to the Corporation in the order of \$500,000 annually.

Exhibit 5

METRO LEASED SPACE REQUIREMENTS
DOWNTOWN AREA - OUTSIDE CITY HALL
MARCH 9, 1983

DEPARTMENT	SPACE OCCUPIED 83/03/09 (SQ.FT.)	APPROXIMATE COST PER SQ.FT.*	TOTAL COST \$
MANAGEMENT SERVICES** (SIMPSON TOWER)	17,371	\$ 26	\$ 451,646
COMMUNITY SERVICES (PHOENIX HOUSE)	5,784	\$ 23	133,032
WORKS (PHOENIX HOUSE)	25,090	\$ 23	577,070
ROADS & TRAFFIC** (SIMPSON TOWER)	25,236	\$ 26	656,136
PARKS & PROPERTY (365 BAY STREET)	18,920	\$ 21	397,320
AUDIT (365 BAY STREET)	5,924	\$ 21	124,404
PERSONNEL (7 KING STREET)	16,164	\$ 18	290,952
HOUSING (110 EGLINTON AVE.)	9,942 4,626	\$ 15 \$ 21	149,130 97,146
LICENSING (20 HOLLY ST.)	16,980	\$ 8	135,840
TOTAL DEPARTMENTS	146,037	\$20.63	\$3,012,676
TOTAL EXCLUDING LICENSING	129,057	\$22.29	\$2,876,836
TOTAL EXCLUDING LICENSING & HOUSING	114,489	\$22.98	\$2,630,560

*Cost per sq. ft. represents available estimates of gross cost rounded to nearest dollar. Personnel and Housing do not include adjustments for tax increases in 1982, 1983. All other numbers reflect rental costs in 1984.

**As of January, 1984, a new leasing arrangement with Simpsons was being negotiated.

POTENTIAL SAVINGS - DOWNTOWN CORE

10% "SHRINK" FACTOR	\$263,304
REDUCTION IN COST PER SQ. FT. OF \$3.	<u>\$309,120</u>
TOTAL	\$572,424

It is recognized that detailed analysis of leasing and office space requirements must include not only the direct costs and potential savings involved in leases, lease hold improvements and moving expenses, but the indirect costs of disruption of services. Similarly, it is acknowledged that having space in one building for all Metro departments could present problems. However, such a practice is common among large private sector corporations and as an alternative, this needs to be carefully evaluated. Certainly, in the present commercial office space rental market, it would seem that there should be economies to be achieved from renting a large block of space in the downtown core.

(d) Construction and Renovation

Without significantly changing the current involvement of the Parks and Property Department with the Police, Ambulance, Metro Zoo and Exhibition Place, the construction and renovations function must develop a monitoring role with respect to all departmental building projects identified in the Capital Works Program. The Department should establish criteria with which to evaluate all such capital projects and apply those criteria to the building projects being undertaken by all Metro Departments and those agencies to which the Parks and Property Department currently provides project management and supervision. The relationship of the Parks and Property Department to Exhibition Place changed as a result of amendments to the legislation governing Exhibition Place. The changes which involve responsibility for Capital Works are being reviewed to establish an effective working relationship.

Where a particular department, including Community Services, Roads and Traffic and Works, has expertise sufficient to conduct the necessary evaluation and provide acceptable information to the Budget Sub-Committee, that department should do so. The criteria however,

would be developed by the Parks and Property Department in consultation with the Management Services Department. Where the Management Services Department or Budget Sub-Committee questioned the evaluation of a given project, the expertise of the Parks and Property Department would be called upon. In the case of Metro agencies, the use of the Parks and Property expertise would be at the direction of Metro Council.

The Parks and Property Department would use the evaluation of capital projects to ensure maximum value for Metro tax dollars. The Department would point out inefficiencies and unnecessary expenditures and comment as building professionals on technical aspects within their realm of expertise including such things as energy conservation and preventative maintenance. Concurrent with this process would be the development of standards for Metro buildings wherever feasible including aspects of construction which would deal with access for the handicapped, energy conservation, ease of maintenance, etc. Involvement of the Parks and Property Construction and Renovations staff in project planning would serve to ensure that future maintenance costs are minimized and that proper preventative maintenance methods are employed. This would serve to minimize risk of future deterioration which might result from use of "band aid" solutions.

(e) Parks and Recreation

The parks-related functions of the Parks and Property Department are well established and an effective long-term planning framework is in place. The Metro Parks system serves the Metro population very well and the Department should continue in the development and implementation of parks-related activities. The one area which requires attention relates to the cost estimates of the developing parks system.

In the Ten Year Concept Plan recently approved by Metro Council, considerable attention is devoted to providing capital and operating cost estimates of the various facilities to be developed in the coming 10 years. In particular, the 10 Year Concept Plan calls for the implementation of a Parks Reserve to provide for needed capital funding. The concept plan also highlights both the forecast revenue from various parks facilities and operating costs associated therewith. It is assumed that the revenue base for these facilities is consistent with the basic goal of the parks system which is to provide "free passive recreational areas and amenities", and "selected sport and active recreational facilities on a user-pay basis". While it is not suggested that this goal is no longer valid, it would be useful to provide for Council's consideration alternative funding proposals which would take into account a more heavily user-pay oriented parks system. Such an analysis is not new and has been undertaken in the past by the Parks Department staff. It is useful to consider such options if only to ensure that Council is prepared to re-affirm its commitment to the stated goals of the Metro Parks system.

The one other area affecting the Parks and Recreation function which involves Metro departments and agencies is that of providing landscaping, horticultural and arboricultural services. These services are provided to a limited number of Metro departments and agencies and consideration should be given to expansion of these services, if it is economically viable to do so, as part of the evaluation discussed previously for routine maintenance services.

(f) Impact of Proposed Role

This review recommends that the department continue in providing direct services to those departments and agencies which now require such services. In addition, the department should expand the services it provides to encompass those aspects of property services such as

additional accommodation services which are commonly provided through central agencies.

The Parks and Property Department must assume a leadership role in working with other Metro departments and agencies which now provide their own property related services to take maximum advantage of possible economies of scale and other efficiencies through sharing of facilities, staff and expertise. This need not involve the centralization of direct services or the assumption of responsibility for all buildings in all departments and agencies. It must involve development and eventual implementation of standards for building maintenance and construction and on-going monitoring and review of all new building projects of the Corporation. Where existing departments, which are now responsible for project construction, have in-house expertise in terms of building management staff or engineering departments, the necessity of involving Parks and Property will be limited. The Parks and Property Department staff can however, provide criteria for effective evaluation of those projects which can be used by the Management Services Department to properly comment on proposed capital projects. If there is concern about any particular project, the Parks and Property Department has the expertise which can be applied to deal with the problem.

The proposed role for the Parks and Property Department involves centralization of corporate planning activities for property related purposes and the continued decentralization of service delivery within a general set of guidelines which could ultimately become Corporate standards. In the future, it is important that the Parks and Property Department move toward a centralized role as the Corporation's Property Manager.

3. Conclusions

In consideration of the above discussion relating to the role of the Parks and Property Department the following recommendations are made:

Recommendations

1. That Metro Council acknowledge the requirement to develop a Corporate management role for its property and building assets and that the Parks and Property Department assume the initial responsibility for the development of this role as set out in the further recommendations of this Report.
2. That the Parks and Property Department prepare a detailed statement of goals and objectives reflecting the proposed role for the Parks and Property Department including the corporate management aspects of that role consistent with the recommended changes contained in this Report.
3. That the Parks and Property Department continue to be responsible for routine property maintenance for the facilities of the Police, Ambulance Services, Old City Hall, Parks and Property Department, and other departments and agencies which may from time to time require such services; and that the Parks and Property Department develop standards for routine property maintenance for the above mentioned facilities which may be used as guidelines, where appropriate, in other Metro departments.

4. That the Parks and Property Department in co-operation with Community Services, Roads and Traffic and Works Department review and evaluate property maintenance services as provided by each department regarding possible efficiencies which may be achieved by sharing of resources, co-ordinating operations, and any other measures deemed appropriate.
5. That the Parks and Property Department continue to be responsible for the planning, design, contract specifications and administration of contracts to completion for projects undertaken by Police, Ambulance Services, Parks and Property, Metro Zoo, and Old City Hall; and further that the Parks and Property Department develop standards for such construction projects which can be applied to these facilities and which may also be used as guidelines for evaluation of similiar projects implemented by other departments.
6. That the Parks and Property Department with the Community Services, Roads and Traffic and Works Departments review and evaluate policies and procedures governing construction of buildings to determine if it is possible to apply standards across the Corporation including such aspects of construction as energy conservation, access for the handicapped, preventative maintenance, ease of maintenance, and other areas deemed appropriate.
7. That other agencies of the Metropolitan Corporation not specifically referred to above be informed about and invited to participate in the review and evaluation of construction and routine property maintenance standards as outlined in recommendations 3, 4, 5 and 6.

8. That the Parks and Property Department develop criteria for the review of building projects and land acquisitions involving those departments and agencies identified in recommendation 5 and provide expert advice as requested on the construction of building projects with respect to the five year Capital Works Program.
9. That the Parks and Property Department invite the Departments of Roads and Traffic, Community Services and Works to participate in the development of similar criteria which may be applied to building projects for which they are responsible and which can be used in the analysis of the five year Capital Works Program.
10. That the Parks and Property Department review the revenue estimates developed as part of the Ten Year Concept Plan to ensure consistency with the basic goal of the Parks system which is to provide free passive recreational areas and amenities and selected sport and active recreational facilities on a user fee basis and evaluate alternative funding proposals which may involve more user pay oriented facilities.
11. That the Parks and Property Department be responsible for the development of office space standards and a long-term plan for office accommodation for the Metropolitan Corporation.

C. OPERATING AND ORGANIZATIONAL CONSIDERATIONS

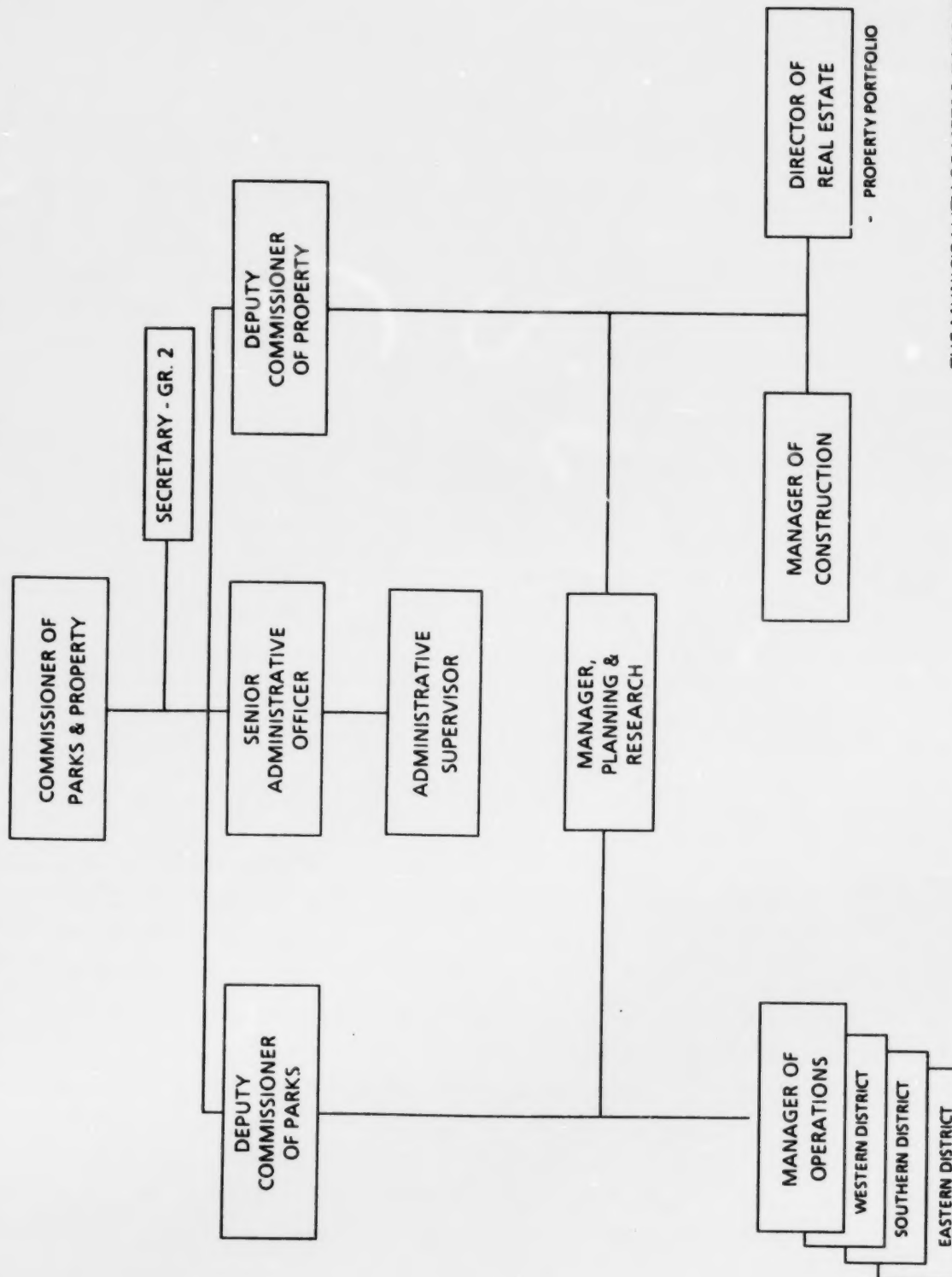
The proposed role of the Parks and Property Department requires development and implementation of a Corporate property management function and additional services to provide a comprehensive Real Estate function. As well, the Parks and Property Department continues to pursue further integration of the Department's activities within the existing organization structure. The following changes to the organizational structure support the proposed role of the Department and complement the on-going amalgamation of the Parks and Property activities.

1. Overall Structure

The existing organization chart for the Department is shown in Exhibit 6. Detailed organization charts for existing operating units are included in Appendix A of this report.

A number of organizational changes have been instituted by the Commissioner of Parks and Property. The recent decision to shift the caretaking/housekeeping staff from the jurisdiction of the Property Division to the geographically decentralized Parks Operations group is logical and desirable. The reason for this change was to have routine property maintenance and similar parks-related tasks decentralized among the existing parks sub-units with responsibility and authority to carry out various activities delegated to the Parks superintendents already in place. The "head office" functions, planning and development and administration, continue to be centralized. This Review recommends that the division of operations and central office functions be further clarified at this time particularly in light of the need for a strong Corporate property management function.

EXHIBIT 6
EXISTING ORGANIZATION STRUCTURE



THE MUNICIPALITY OF METRO TORONTO
PARKS & PROPERTY DEPARTMENT

OFFICE OF THE COMMISSIONER
October, 1983

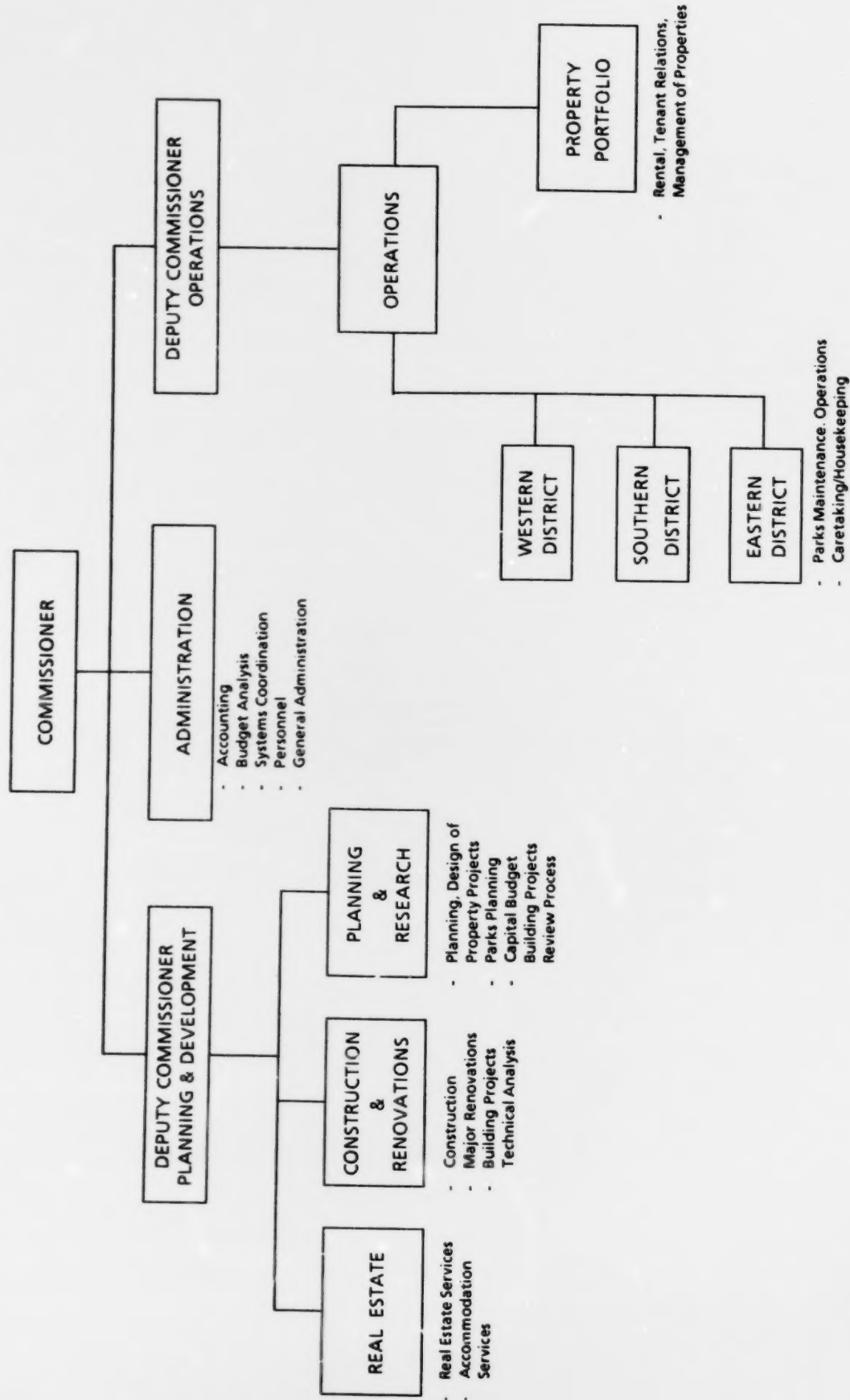
The organizational model proposed in Exhibit 7 provides for a clear division between operating units and planning and development units. The overall direction of these changes is toward a model which is similar to that of other Metropolitan departments and outside companies.

In these examples the day-to-day routine operations are clearly the responsibility of one unit, whereas the project-oriented, planning and development work is handled by units in a different division. Such a division of functions also recognizes that the primary relationship in project management is between the planning and design and construction groups with a secondary relationship between the maintenance and operating areas. Those who will eventually operate facilities and maintain them must have a say in the design and planning.

In summary, with the movement toward complete functional integration, the existing divisions based on the program responsibilities of Parks and Property would cease to exist. Two new divisions are proposed, oriented around operations on the one hand and planning and development on the other. The proposed new divisions are operationally different in terms of the degree of decentralization and the day-to-day working relationships. Finally, the need to develop a stronger Corporate management role demands the creation of a Planning and Development Division with such an orientation as part of its mandate. Exhibit 7 illustrates how this new functional orientation would look. The changes already made within the Department are consistent with the new alignment.

The key changes with respect to functional responsibilities outlined in Exhibit 7 include the following:

EXHIBIT 7 PROPOSED ORGANIZATION STRUCTURE PARKS AND PROPERTY DEPARTMENT



- additional responsibility for development and implementation of Corporate policies and procedures governing construction and maintenance standards,
- creation of in-house capacity for accommodation planning, development of office space standards, and financial analysis of facilities alternatives,
- having the Planning and Research Unit reporting to one Deputy Commissioner, not two,
- transfer of the responsibility for day-to-day landlord/tenant relationships concerning the housing portfolio to the Operations group.

Recommendation

12. That the Parks and Property Department be reorganized into three Divisions described as follows and illustrated in Exhibit 7:
 - An Administration Division headed by the Senior Administrative Officer and including all staff and activities currently assigned to that area with added co-ordination responsibilities in the following areas:
 - computer systems development activities
 - development of budget, analysis and control activities
 - training and management development activities
 - An Operations Division headed by a Deputy Commissioner, Parks and Property - Operations, and including all the staff and activities currently assigned to the Parks Division as well as the day-to-day management of the property portfolio including two staff currently assigned to that task within the Real Estate Unit.
 - A Planning and Development Division headed by a Deputy Commissioner, Parks and Property - Planning and Development, and including all staff and activities currently assigned to the Planning and Research Unit, Construction

and Renovations Unit and Real Estate Unit, except for the two staff responsible for management of the Property Portfolio who are to be assigned to the Operations Division.

Concurrent with these changes in overall managerial responsibilities and orientation, operational and organizational changes are necessary in the Real Estate, Planning and Research, Construction and Renovations and Operations Units.

2. Real Estate Unit

Activities associated with this Unit represent the greatest opportunity to achieve immediate and significant cost savings. Management of the Corporation's office space requirements is one area where changes are possible which have both immediate and long-term benefits. This and other activities should be grouped under the general heading of "accommodation services".

(a) Accommodation Services

There is no long range planning of office space requirements for the Metropolitan Corporation. Each Department or Agency decides its own space needs without reference to any Corporate policies or standards, with responsibility for accommodation lying partly with Parks and Property and partly with other departments and agencies. Management of accommodation services in the Parks and Property Department is limited to negotiation and administration of leases. Departments are advised of lease renewals well in advance and asked if they wished to renew. It is left to the client department to decide if it needs additional space and to suggest alternative accommodation. There is no Corporate evaluation as to the justification for the department's space requirements.

If alternatives are to be considered, the department may request that the Real Estate Unit staff investigate a specific alternative location and report on the cost implications. However, it is left to the individual department to take the initiative and if a move is contemplated, to produce the necessary economic/financial analysis to justify the change. Failure to clearly define responsibility poses a number of problems.

First, having the client department do its own analysis and justification is something of a conflict of interest since the department will inevitably have a bias toward a preferred solution, which may not be the most cost effective. Further, because departments move infrequently, they have little expertise organizing and implementing a move which can be very expensive, time consuming and disruptive.

Second, there is frequently no attempt to look beyond the needs of an individual department and to consider the possibility of consolidating leasing among several departments and agencies. There are significant economies to be had in renting larger blocks of office space. The renter in such a situation, has more leverage in terms of negotiating lower costs and improvements. This is particularly true in downtown Toronto in the present time because the commercial vacancy rate is running about 9%. Expectations are that the rate will grow to almost 11% in 1984 and one forecast suggests 13% in 1985. The existence of such a market is an opportunity for the Metro Corporation to make the most of its leasing requirements in the next 2 years.

Third, the lack of co-ordination of effort and a formalized process is ineffective. Because it is left with the individual department and to a limited degree, the Real Estate Unit, to consider alternatives, there is no general call for proposals for office accommodation. Accordingly, while the department may make the right decision in negotiating a

lease with a given landlord, other landlords who learn of this after the fact may feel that they were not given adequate opportunity to make an offer. This could be resolved by having a general process established which would enable the Parks and Property Department staff to issue proposals for office space when and as necessary. Such a process would involve the establishment of deadlines and specifications which would ensure that no landlord could bring charges against the Corporation that they did not get a fair opportunity for Metro business.

One way to resolve this situation is to create a manager of Accommodation Services position within the Real Estate Unit. Such a position would require space planning expertise and could direct the efforts of the property supervisor position already in the department. In addition, and in the longer run, Accommodation Services could be extended to include expertise and consultation concerning the actual moving of a department.

The existence of in-house expertise could produce savings in a variety of areas. For example, if departments required new equipment or furnishings to accommodate new technology or office automation equipment, it might make sense to sell existing furnishings and acquire new furnishings at the new location. The timing of the move could be co-ordinated with the acquisition of new equipment and furnishings thereby minimizing costs of moving existing furniture. Similarly, as the new records management program is implemented, movement of departments could be co-ordinated with removal of records, thereby reducing space requirements in the new location. Creation of a formalized accommodation services function would serve to ensure that standards are applied and that each new request for accommodation is carefully analyzed.

(b) Corporate Property Portfolio

Another aspect of the Real Estate Unit's activities is the management of the Corporate property portfolio. This involves the setting of rents, maintenance, leasing and day-to-day management of 337 commercial and residential properties. This portfolio includes properties which have been acquired primarily for road and utility rights-of-way. Many of these buildings will be demolished when the various capital projects for which they were acquired go ahead. In some cases, the buildings will be held by Metro in perpetuity, e.g. those located adjacent to landfill sites and some properties which are located over major sewer and water lines. The Real Estate Unit has responsibility for the acquisition of these properties and their maintenance until needed by the individual departments for which they were acquired. If the units are declared surplus to Corporate needs, the Real Estate Unit is responsible for their disposal. In the interim, they are rented at market rates sufficient to recover most of their operating costs.

Within the Real Estate Unit, three staff are involved in the management of this portfolio. Two of these staff report to the Director of Real Estate and are involved generally in the day-to-day management of the portfolio and tenant relations. The third individual in effect reports to the Manager of Construction and Renovations and is responsible for the maintenance of these buildings. Maintenance in this case, involves major renovations each time a unit is turned over to a new tenant. Such renovations are necessary to ensure that the Unit meets local by-laws and the Provincial building code.

The management of this portfolio requires considerable sensitivity because it is a very visible, although small part of Metro's operations. Under the restructuring proposed with respect to the expanded role of

the Department in the area of corporate planning and development, the Real Estate Unit will be charged with new Corporate responsibilities. To ease the workload in the Real Estate Unit and to place the responsibility for day-to-day operations of the housing portfolio in its proper perspective, it is recommended that this activity be transferred to the Operations Division. The Director of Real Estate and managers in that area could then concentrate on the development of Corporate policies and standards in the area of accommodation services. The Real Estate Unit would continue to be responsible for the setting of rents and the disposition of the properties once declared surplus. The Construction and Renovations group would be called in to handle required maintenance and major renovations as each unit is turned over.

(c) Rapid Transit Properties

The Real Estate Unit has within it a sub-unit devoted entirely to acquisition of properties relating to the rapid transit system. This unit is a legacy from the days when a separate subway property committee operated with its own staff and a clear mandate to acquire properties needed for the expanded transit system. The dissolution of that committee resulted in responsibility for subway property acquisition being delegated to the Metropolitan Commissioner of Property. This change in responsibility was necessary because of a shift in Provincial funding requirements. The Province would not fund property acquisitions except where they were held by the Municipality. Because Metro is the title holder, it was felt that jurisdiction over acquisition should be handled by the Metro Property Department. Staff who were involved in handling subway property acquisitions were eventually transferred to the Metropolitan Corporation.

The allocation of a particular position entirely to subway or transit related property acquisitions appears to make sense given the volume of work under way. In the long run however, it might be wise to consider

how this staff position might be integrated into the total real estate function.

(d) Valuation-Negotiation and Acquisition of Property

The primary function for which the Real Estate Unit is responsible, is described in the 1984 Operating Budget under "purposes" as: "to provide an efficient and comprehensive service to other Metropolitan departments, boards and commissions in matters of real estate valuation, negotiation and acquisition of property, including leasing by expropriation procedure or otherwise." This activity requires a core of specialized professional valuation-negotiation skills and knowledge that are an important resource for the organization.

The valuers-negotiators have two distinct and sometimes contradictory interests. As professionals, their judgement is applied to ensure that the Corporation does not spend more than is necessary to acquire property. They must consider the market value of property, the comparative cost of similar properties elsewhere, any other alternative sites and the immediacy of the client's needs. In this regard, they exercise a strong sense of Corporate purpose treating the expenditure of funds for property by individual departments much as they might expenditure of their own dollars. It is this professional judgement and its exercise that serves as an important control on the expenditure of taxpayers' dollars.

On the other hand, the Real Estate Unit is acting as a service to various client groups. Departments and agencies expect and demand that the acquisition of property for whatever purpose be done expeditiously. Indeed, it is no understatement to assume that any program manager regards his needs as immediate and the role of the Real Estate Unit to meet those needs as quickly as possible. In this regard, the Unit may come into conflict with the objectives of program managers.

Discussions with senior managers and representatives of various departments and agencies suggested that the Real Estate Unit was not able to locate suitable properties quickly enough and, once identified, to conclude negotiations expeditiously.

(e) Review of the Real Estate Unit

It is recommended that there be a review of the Real Estate Unit by an outside consultant with expertise in the area of real estate services. This review is necessary because of the implied criticism by various client groups, because this is the one service which the Parks and Property Department provides to all Metropolitan departments and agencies and because of the nature of the service itself involving as it does professional staff with very specialized judgement and knowledge.

The review of the Real Estate Unit should include detailed studies of the work done by its staff and the nature of the relationships with client departments and agencies. The review should include recommendations as to how the Unit can effectively plan and how greater co-operation in terms of future requirements of departments can be assessed.

Because this function is so specialized, it is essential that the review be conducted by an outside consultant with the same specialized expertise. Conduct of the review should not prevent the transfer of the responsibility of the commercial and residential properties portfolio to the Operating Division. Establishment of the Accommodation Services Group within the Real Estate Unit may however have to await the results of this review.

(f) Improved Computerized Property Inventory

In support of the Department's role in property management would be

the development of an improved computerized inventory of property holdings of Metro Toronto which could be accessible to any department. The existing inventory uses the word processing system to provide a record of about 800 holdings and is not easily accessible outside the Department. This should be extended to include a needs inventory based on the future plans of departments which would serve to focus attention on sites and locations to maximize co-ordination of effort and avoid costly duplications. The effect of this would be to provide for better comparative analysis of needs among different departments and agencies.

(g) Proposed Organization Changes

Specific organizational changes in the Real Estate Unit based on the foregoing functional changes are summarized below and in Exhibit 8:

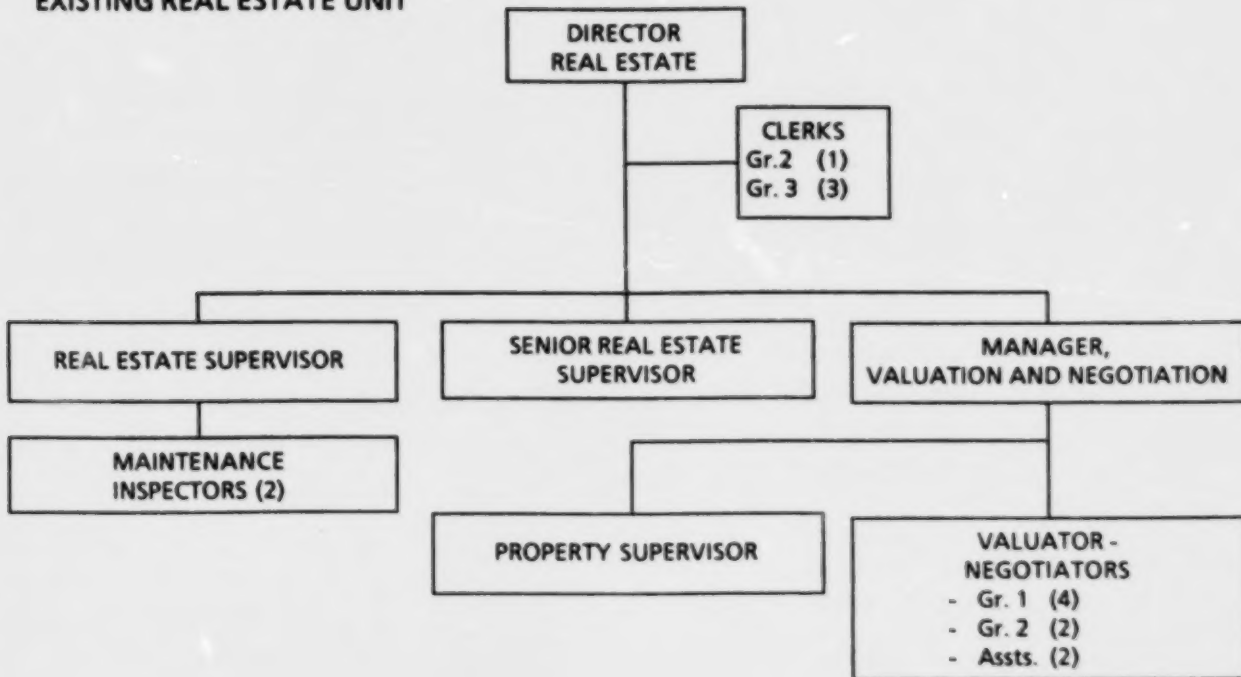
- To facilitate the transfer of responsibility for day-to-day management of the property to the Operations Division, the Real Estate Supervisor and Maintenance Inspector positions in the Real Estate Unit would be moved to that Division.
- The other Maintenance Inspector position currently reporting to the Manager of Construction should be officially transferred to that Unit.
- The Unit should have a Manager, Accommodation Services position with the Property Supervisor reporting to him/her.

Recommendation

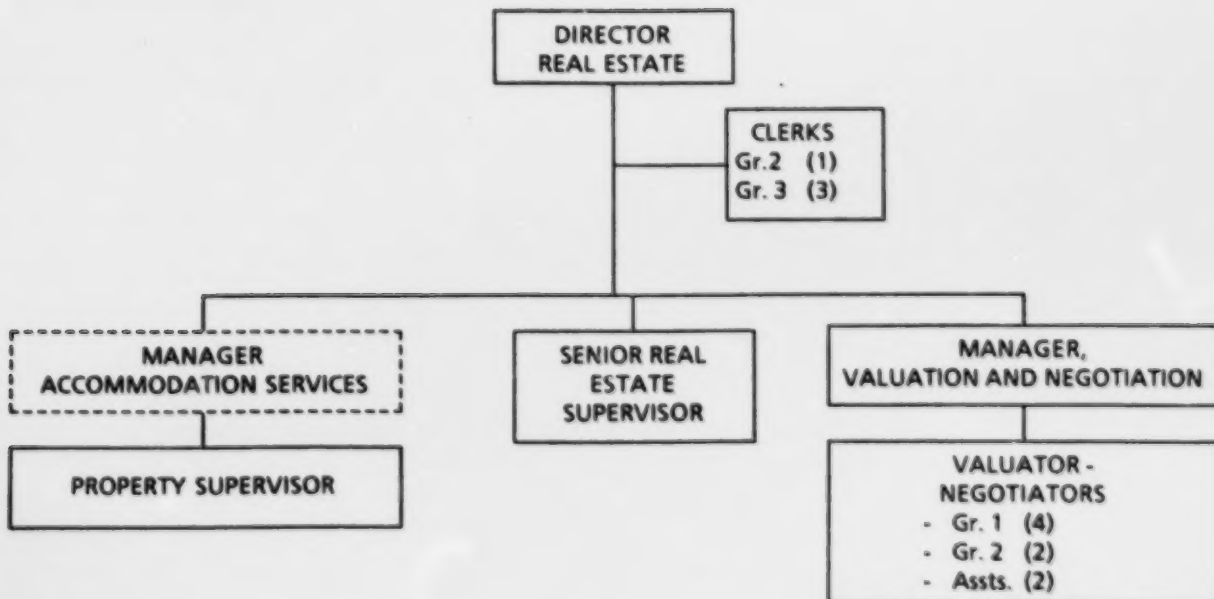
13. That the Parks and Property Department develop and implement a

EXHIBIT 8
PARKS & PROPERTY DEPARTMENT

EXISTING REAL ESTATE UNIT



RESTRUCTURED REAL ESTATE UNIT



plan to create an Accommodation Services activity which would include:

- provision of space planning services
- development of Corporate space use standards
- provision of economic feasibility analysis of proposals for major building projects
- provision of consulting services with respect to office relocation
- continued assistance and monitoring with respect to lease negotiation and administration
- co-ordination of space requirements with activities of other departments such as records management and office automation which will have a significant impact on the space requirements of the Corporation
- development of a long-range plan for Metro Toronto's office space requirement which can be updated annually.

14. That the Parks and Property Department develop and implement a standardized process for the provision of leased office space by the Metropolitan Corporation.
15. That the Parks and Property Department institute a detailed review of the work of the Real Estate Unit as it relates to valuation, negotiation and acquisition/disposal of properties and the provision of leased office space; such review to involve the services of an outside consultant with expertise in the Real Estate area and that the amount \$35,000 be provided from the Contingency Account.
16. That the Maintenance Inspector position now officially part of the Real Estate Unit but reporting for operational purposes to the Manager, Construction and Renovations, be formally transferred to that Unit.

17. That the Parks and Property Department develop and implement an extended computerized inventory of property holdings of Metropolitan Toronto which would be available to all departments and agencies.

3. Construction and Renovations Unit

- (a) Increased Role of Unit

As has already been mentioned, the Construction and Renovations Unit has transferred responsibility for routine property maintenance to the Operations Division. The Unit has assumed responsibility for supervision of construction for Parks projects as well as those of Ambulance, Police, the Metro Zoo and Exhibition Place. This will entail working closely with the Planning and Research Unit which formerly handled Parks projects and the Operations Unit which will have to operate and maintain the completed projects.

Consistent with the enhanced Corporate property management role of the Department, the Construction and Renovations Unit must be intimately involved in the setting of construction standards and, based on past experience, the development of maintenance standards for the Corporation. More than any other Unit within the Parks and Property Department the Construction and Renovations Unit was given singular praise by almost all client departments and agencies. This credibility implies that there is a strong base with which to begin the process of developing and monitoring of construction standards, and successfully building towards a Corporate role in managing property.

It is equally important that this Unit be involved in the creation of the Capital Project Review criteria and the implementation of the review process. While Planning and Research staff should co-ordinate this

activity, it is the expertise of the Construction and Renovations Unit which will be called upon to render advice.

(b) Other Changes

The shift of the commercial and residential portfolio to the Operations Division should not change the relationship of the Construction and Renovations Unit with respect to that function. The Construction Unit will still be responsible for maintenance of the 337 units at the request of the Operations Division. The level of maintenance required is a matter of professional judgement and one would expect that Construction and Renovations staff would continue to have an important say in what is needed to be done. Obviously, this is a matter for discussion in connection with the timing of demolition of the unit involved.

Another change relates to energy conservation in Metro buildings. Energy conservation as a general program is being co-ordinated by a Project Manager in the Metro Management Services Department. Energy savings in the property area have been identified as being among the most significant for Metro in the long run.

The existing energy management program utilizes the services of a Municipal Energy Auditor funded by a diminishing annual Provincial grant. This grant will expire in March of 1985 and consideration must be given to continuation of the program in one form or another.

If the Management Services Department's co-ordination of energy management were to end, it would be logical to continue those aspects of the program which have the highest pay-back. Energy conservation in buildings is one such area. For example, the Property Division recorded one of the largest savings in energy use (1982 over 1981). It is logical that the Construction and Renovations Unit should assume

responsibility for co-ordination of this activity. As in other areas, operating units in the Parks and Property Department and other Departments and agencies would continue to be responsible for implementation. This would ensure that the benefits gained and expertise developed through the municipal energy audit program is not lost to the Metropolitan Corporation once the Provincial funding is ended.

(c) Proposed Organization Changes

The changes illustrated in Exhibit 9 reflect the addition of the Energy Conservation Co-ordinator and the transfer of the Maintenance Inspector position.

Recommendation

18. That the responsibility for development and co-ordination of property-related energy conservation activities should be transferred from the Management Services Department to the Parks and Property Department.

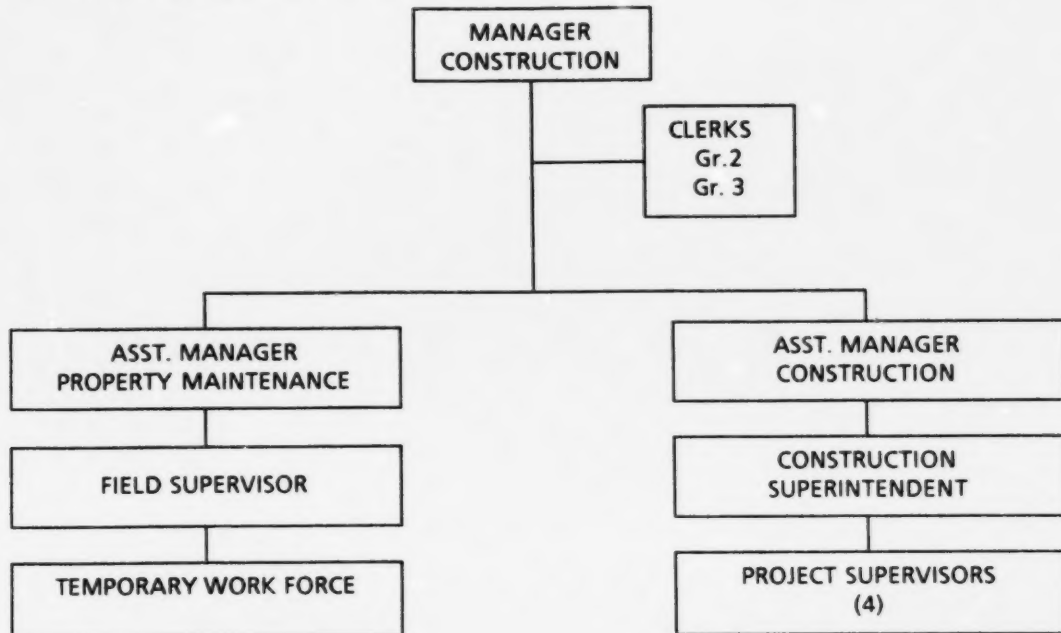
4. Planning and Research Unit

(a) Increased Role of Unit

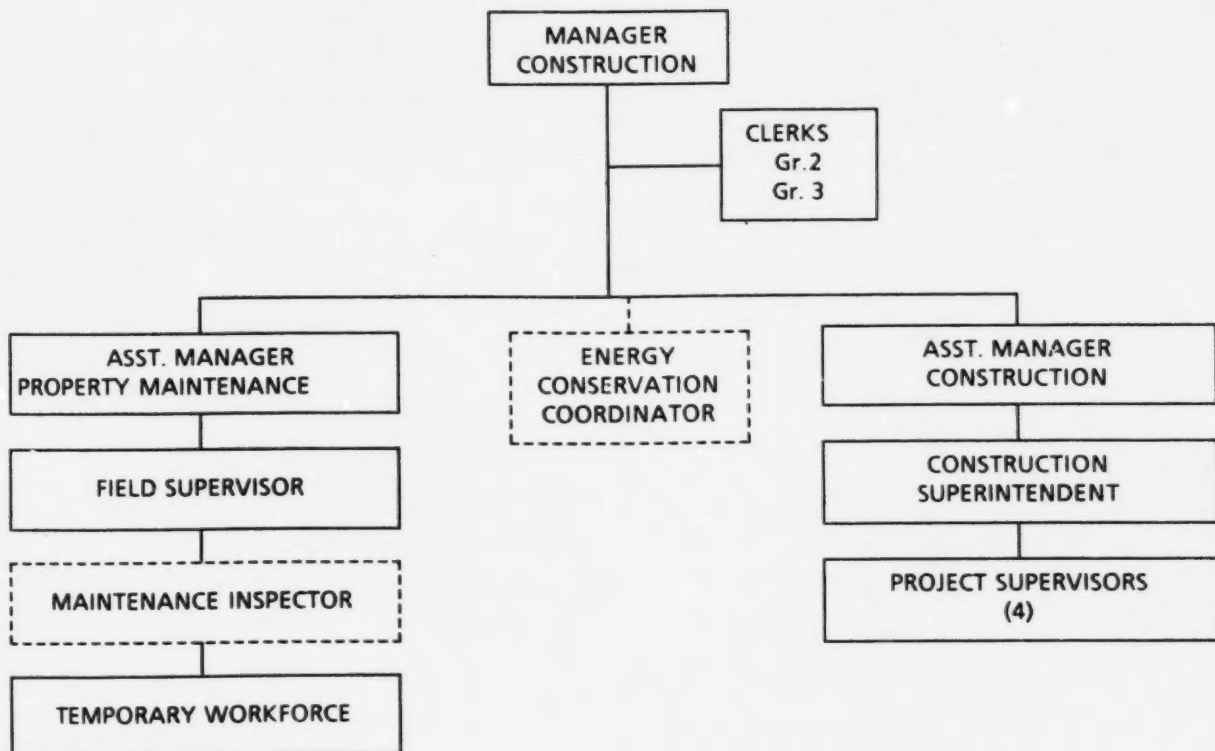
The Planning and Research Unit is responsible for planning and development of capital works up to the award of contract; financial control of capital projects to completion; research activities including user surveys, concept plans, development of parks and a proposed tree inventory; communications; and recommendations for awarding of recreational grants.

EXHIBIT 9
PARKS & PROPERTY DEPARTMENT

EXISTING CONSTRUCTION AND RENOVATIONS UNIT



RESTRUCTURED CONSTRUCTION AND RENOVATIONS UNIT



The recent restructuring of the Planning and Development Unit into the Planning and Research Unit is consistent with the overall direction of the Department toward fully integrated parks and property activities. Responsibility for supervision of construction and major renovations of Parks facilities has been moved from this Unit to the Construction and Renovations Unit which had not been involved previously in the construction of parks facilities. In terms of workload, transfer of this responsibility is offset in part by addition of planning and design responsibility relating to Police, Ambulance and Metro Zoo building projects.

The need for expanded research capability recognizes that Metropolitan Toronto is a maturing community and that parks related services must change to meet the needs of Metro residents. For example, the recently developed 10 Year Concept Plan which suggests that there has been a shift from organized recreation to social and individual recreation has significant implications for the Metro parks system. The research function appears to focus on detailed analysis of demand for parks and recreation facilities and services and the technical requirements and costs of meeting that demand. However, performance measures are currently lacking. Development of performance measures is necessary to help determine both public satisfaction and need for service. An additional emphasis on the use of consumer surveys and other measures of use and demand is an important part of the Department's ability to deliver the right product at the right time in the right place.

The Department is building a strong research and analytical capability in this Unit that is complemented by the skills and experience of the Construction and Renovations Unit. This expertise can be extended to encompass the Corporate needs of Metropolitan Toronto.

(b) Review of Capital Projects

The Planning and Development Division as part of its overall role is to be responsible for co-ordination of the review of capital projects involving building construction. The Division will provide comments and analysis to Budget Sub-Committee as part of the budget process, with respect to the feasibility of these projects and possible alternative cost saving measures. This analytical capacity may already exist in the Department. If not, or if it is not possible to free up staff to accomplish this, then consideration must be given to adding personnel who have the necessary analytical skills. Having this skill available within the Parks and Property Department is an integral part of the proposal to expand their Corporate management role.

Organizationally, the Planning and Research Unit is the appropriate location for co-ordination of the capital budget building projects review process because of the existing experience in dealing with capital projects. The Construction and Renovations Unit would be responsible for providing technical comments.

(c) Communications and Public Relations

Finally, the Planning and Research Unit has served as the focal point for communication and public relations within the Department. Requests for information, press releases and other public relations/information requirements have generally been funnelled through the Manager of Planning and Research. The need for this communication through press releases and other pieces of information obviously continues. This includes the publishing of brochures and information concerning what is available, providing background information to members of the public and students, and engaging in various public relations-type activities to promote the Metropolitan Parks system. This task is important and needs to be more clearly defined in terms of the organizational structure of the Department.

In addition, the Department is being asked to embark on a new role which must be marketed in the Corporation. This role includes letting Departments know of new Corporate policies relating to property management and the availability of consulting services and expert advice. The Manager responsible for communications must ensure that all units involved are aware of and regularly consulted prior to dissemination of public information.

(d) Proposed Organizational Changes

To support the foregoing changes in responsibilities and the shift to a stronger Corporate management role, it is necessary to:

- ensure that the Planning and Research Unit receives clear direction from one Deputy Commissioner, not two,
- establish the planning and research function as an integral part of the Planning and Development Division which serves to emphasize the co-ordination of effort between the Planning and Research staff and the Construction and Renovations staff,
- establish that the Planning and Research Unit has an important role to play in co-ordinating the development of Corporate maintenance and construction standards which are the responsibility of the Planning and Development Division,
- create an opportunity if and as resources are available for the skills and expertise of the Planning and Research Unit to be applied with respect to the activities of the Real Estate Unit and to the development of corporate policies in that area.

To accomplish this, it is recommended that the Planning and Research Unit become part of the Planning and Development Division and report

to the Deputy Commissioner, Planning and Development. While no analysis of workload of the Planning and Research and Construction Units has been conducted, there is an obvious parallel interest and a need for co-operation in the work of the planners and the project supervisors. As this co-operation and parallel interest matures, it may be that the work of the two units can be integrated further. This should be monitored as the two units evolve with their new responsibilities.

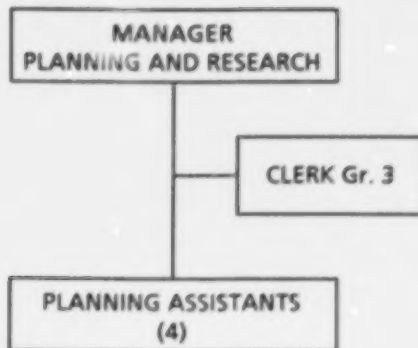
In the interim, consideration should be given to the addition of one analytical staff position which can assume responsibility for capital project reviews, development of Corporate standards and assist in other research and analytical tasks. As well, this position can support the Real Estate Unit in the economic analysis of major building projects.

Having created two separate Divisions, there is an ever present danger that a communications barrier could be created between the Operating Units and the Planning and Development Units. It is important that for purposes of project development, the operating units be consulted and generally be accorded the same rights and privileges as any other client group. Among those projects initiated by client departments, clearly the Parks and Property staff act as a service, providing advice and guidance with respect to the planning, design and ultimately the construction of any facility. The initiative for parks related projects may come from either the Planning and Development Division or the Operating Division but the latter must be involved from the outset in the planning, design and construction. As the staff who must eventually manage such facilities, they will have important information to convey to ensure that the right facilities are in the right place.

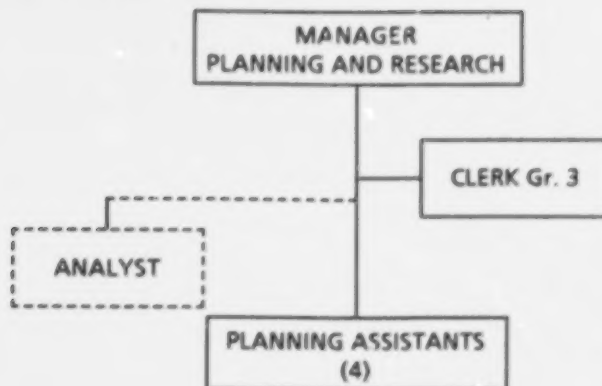
The proposed organizational changes are illustrated in Exhibit 10.

EXHIBIT 10
PARKS & PROPERTY DEPARTMENT

EXISTING PLANNING AND RESEARCH UNIT



RESTRUCTURED PLANNING AND RESEARCH UNIT



5. Operations Division

(a) Continued Integration of Operations

Recently, caretaking/housekeeping responsibilities from the Construction and Renovations Unit were transferred to the parks Operations Unit as part of the continuing integration of the work of what were two separate departments. This move is logical because both the parks maintenance and the caretaking/housekeeping activities involve routine tasks that are geographically distributed. Equally important, the Parks Operations Unit has in place a geographically decentralized management structure which can accommodate the additional activities. Where it is appropriate, this integration of activities which were formerly "parks" or "property" should continue.

(b) Standards and Analysis of Alternatives

Discussions with client groups indicate that the caretaking/housekeeping tasks are generally handled very effectively. The primary groups, Police and Ambulance, indicated that the level of service was satisfactory and were particularly pleased with the shift away from the use of outside contract services to the hiring of in-house staff. In terms of outside landscaping and maintenance, the Ambulance staff were about to request that the Parks and Property Department handle this directly with their own work force because of the high quality of service provided. As a general observation, it was felt that in-house staff provided a better quality of service and that this was particularly important to the image that some departments and agencies wished to project. This raises a number of issues.

First of all, there are no standards for caretaking/housekeeping and routine maintenance established for the Corporation. As a result, there

are no benchmarks against which to evaluate the quality of the service provided and the cost. Given the significance of expenditure in this area, it is important to recognize how much the "high quality of service" is costing the Corporation. It may well be that departments are prepared to pay a higher cost to have a higher level of service, but the cost of that quality should be readily available to political decision makers.

Second, such standards can also serve as a way to benchmark the cost and quality of outside contract services. While the use of outside contractors has had mixed success in some areas in the past, it is an alternative that should be regularly tested to assure management and the elected officials that Metro is indeed getting value for money.

Such benchmarking can be extended to other Metro-provided services, such as general maintenance, landscaping and grass cutting. With respect to the latter for example, other departments are involved in this area and it may be that a centralized service can provide the same levels of service at reduced cost. Similarly, there may be economies to providing centralized landscaping and other outside maintenance services. Parks and Property may be the appropriate organization to handle this.

This is not to suggest that all caretaking/housekeeping activities must be regulated by the Parks and Property Department. Where other departments provide their own services, the existence of Corporate standards will serve as a basis of cost and quality comparison. Obviously, some programs require a higher level of service, e.g. homes for the aged and senior citizens apartments than others, e.g. unmanned pumping stations. In such areas, caretaking/housekeeping are an integral part of the program delivered by the agency involved and it

would probably make little sense to attempt to separate such activities or to have them done by outside staff. With respect to facilities that are used primarily as workplaces, comparison with similar facilities in the private sector and elsewhere is realistic and standards can be set accordingly.

It is important to create within the Corporation a measure of expertise in this area that can be made available to all departments and agencies and to monitor performance in terms of established standards. The need for quality services within the Metro Corporation is acknowledged. It may well be that Metro Council wishes to have Metro buildings maintained at a very high standard because this is important to the image of the Corporation. The importance of setting standards and benchmarks is to demonstrate that this objective is being fulfilled throughout the Corporation at the best cost.

Recommendations

19. That the Parks and Property Department, having established standards for routine property maintenance activities including outside general maintenance services, institute a regular program for evaluating alternative methods of providing such services.

6. Administration Division

No major organizational changes are suggested for the Administration Unit. The existing Unit should continue to report to the Commissioner and provide support services to the Operating Division and the Planning and Development Division. However, in addition to the accounting,

personnel and administrative services now provided, this Unit should take the lead in the following areas:

- support to the other units in identifying training and management development needs and co-ordination of programs to meet these needs,
- co-ordination and support to the identification, analysis and implementation of computer systems,
- development and implementation of analytical systems with respect to financial planning and budget control.

D. MANAGERIAL ISSUES

1. Performance Measures

Concurrent with the development of goals and objectives is a need to have meaningful measures of performance. Performance measures are established to help managers monitor the impact of existing programs and to explore ways productivity can be increased. Measures are used to compare actual performance to expected performance. One example of effectiveness measures is provided as Exhibit II. This is taken from a publication sponsored by the International City Management Association and is only one of many different approaches that may be pursued.

For the most part, the tools required to achieve performance measurement exist in some form or other. The detailed budget preparation by supervisory staff is one example. In addition, in the Parks area particularly, there are detailed maintenance requirements and various service levels described for each of the parks in the system. To establish that the resources allocated to parks are being used most effectively requires that this budgetary information be combined with performance indicators to provide an overall perspective of the relative use of resources. Similarly, on a broader scale, the Planning and Research Unit has prepared plans to conduct user surveys which would provide public input and measures of the degree to which parks are used, new services required or problems identified.

If performance measures such as those described are instituted, the Department will have in place an effective tool to measure not only the degree to which it is using Corporate resources effectively, but in combination with individual performance appraisal, a measure of the degree to which each employee is contributing. The need for such

EXHIBIT 11

EFFECTIVENESS MEASURES FOR RECREATIONAL SERVICES*

OBJECTIVE	QUALITY CHARACTERISTIC	SPECIFIC MEASURE ¹	DATA COLLECTION PROCEDURE
ENJOYABLE-NESS	Citizen satisfaction	1. Percentage of households rating neighborhood park and recreation opportunities as satisfactory.	General citizen survey
	User satisfaction	2. Percentage of those households using community park or recreation facilities who rate them as satisfactory.	General citizen survey or survey of users (of particular facilities)
	Usage—participation rates	3. Percentage of community households using (or not using) a community park or recreation facility at least once over a specific past period, such as three months. (For nonusers, provide the percentage not using facilities for various reasons, and distinguish reasons that can be at least partly controlled by the government from those that cannot.)	General citizen survey
	Usage—attendance	4. Number of visits at recreation sites.	Attendance statistics estimates from general citizen survey
AVOIDANCE OF CROWDED-NESS	User satisfaction	5. Percentage of user households rating crowdedness of community facilities as unsatisfactory.	General citizen survey or survey of users (of particular facilities)
	Nonuser satisfaction	6. Percentage of nonuser households giving crowded conditions as a reason for nonuse of facilities.	General citizen survey
	Crowding factor	7. Average peak-hour attendance divided by capacity.	Attendance statistics and estimates of carrying capacity
PHYSICAL ATTRACTIVENESS	User satisfaction	8. Percentage of user households rating physical attractiveness as satisfactory.	General citizen survey or survey of users (of particular facilities)
	Nonuser satisfaction	9. Percentage of nonuser households giving lack of physical attractiveness as reason for nonuse.	General citizen survey
	Facility cleanliness	10. Percentage of user households rating cleanliness as satisfactory.	General citizen survey or survey of users
	Equipment condition	11. Percentage of user households rating condition of equipment as satisfactory.	General citizen survey or survey of users
SAFETY	Injuries to participants resulting from accidents	12. Number of serious injuries (for example, those requiring hospitalization) per 10,000 visits.	Accident and attendance statistics
	Criminal incidents	13. Number of criminal incidents per 10,000 visits.	Criminal incident statistics of some parks and recreation agencies and most municipal police forces, attendance statistics
	User satisfaction	14. Percentage of user households rating safety of facilities as satisfactory.	General citizen survey or survey of users
	Nonuser satisfaction	15. Percentage of nonuser households giving lack of safety as a reason for nonuse of municipal facilities.	General citizen survey
ACCESSIBILITY	Physical accessibility	16. Percentage of citizens living within (or not within) 15 to 30 minutes' travel time of a community park or recreation facility distinguished by type of facility and principal relevant mode of transportation.	Counts from mapping latest census tract population figures against location of facilities, with appropriate travel-time radius drawn around each facility
	Physical accessibility—user satisfaction	17. Percentage of user households rating physical accessibility as satisfactory.	General citizen survey or survey of users
	Physical accessibility—nonuser satisfaction	18. Percentage of nonuser households giving poor physical accessibility as a reason for nonuse.	General citizen survey
	Hours/days of operation—user satisfaction	19. Percentage of user households rating hours of operation as satisfactory.	General citizen survey or survey of users
VARIETY OF INTERESTING ACTIVITIES	Hours/days of operation—nonuser satisfaction	20. Percentage of nonuser households giving unsatisfactory operating hours as a reason for nonuse.	General citizen survey
	User satisfaction	21. Percentage of user households rating the variety of program activities as satisfactory.	General citizen survey or survey of users
	Nonuser satisfaction	22. Percentage of nonuser households giving lack of program variety as a reason for nonuse.	General citizen survey
	Staff helpfulness—user satisfaction	23. Percentage of user households rating helpfulness or attitude of staff as satisfactory.	General citizen survey or survey of users
HELPFULNESS OF STAFF	Staff helpfulness—nonuser satisfaction	24. Percentage of nonuser households giving poor staff attitude as a reason for nonuse.	General citizen survey

*SOURCE: HATRY, H.P., et al, HOW EFFECTIVE ARE YOUR COMMUNITY SERVICES (I.C.M.A., 1977), P. 42-43.

performance measures is not unique to the Parks and Property Department. This has a number of advantages internally, in terms of promotions and succession planning and it is a useful device during the budget cycle to document new budgetary requirements to justify new positions. Had these measures been in place, the workload indicators and other factors would have been available to demonstrate the degree to which additional staff were needed. Overall, there is a need to be able to demonstrate the results achieved from resources expended for Parks and Property purposes.

Recommendation

20. That the Parks and Property Department, in consultation with the Management Services Department, implement a program to develop appropriate performance measures for all Units in the Department.

2. Job Descriptions

A review of job descriptions within the Department indicates that many have not been revised for several years. This situation is not unique to this Department. At least one senior management position, Manager, Planning and Research, is included in the 1984 budget estimates as being recommended to be classified at a higher grade. With the integration of the two former departments, the recent transfer of responsibilities, and the proposal for an expanded role for the Department, it is important that all senior management job descriptions be updated to reflect these changes. In many cases, additional activities are indicated and in particular, new authority and responsibilities.

The Department's senior staff should begin immediately to work with the Personnel Department to update job descriptions, evaluate salary

levels and consider the possibility of new titles where such are appropriate. This is particularly true with respect to recommended changes in the Deputy Commissioner positions which would require By-law amendments.

Recommendation

21. That the Personnel Department and Parks and Property Department review all Parks and Property Department management job descriptions, salary classifications and titles to ensure that they reflect the proposed added responsibilities and activities.
22. That the By-laws governing the Deputy Commissioner of Parks and the Deputy Commissioner of Property be amended as necessary.

3. Succession Planning

It is apparent in the course of this review that the Parks and Property Department, similar to other Metro Departments, had a number of staff who because they joined Metropolitan Toronto at roughly the same time are now approaching retirement as a group. The potential loss of skills and expertise that sometimes results in such situations can be handled by effective succession planning and cross-training. Cross-training serves to ensure that there is adequate back-up in the absence of a particular individual or individuals, while succession planning ensures that there is no dislocation of services as individuals or groups of individuals retire. The problem that arises when a group of individuals in one particular area approach retirement at roughly the same time is not uncommon. Nor is it something that management is unaware of. In

fact, the issue of succession planning was mentioned by more than one senior manager and the Commissioner.

It is recommended that the Department, in conjunction with the Personnel Department, review the status of all its managerial and professional employees to determine the degree to which there is a need for better succession planning. This would involve the review of job descriptions and responsibilities and the determination of goals and objectives for the various units including the new responsibilities discussed above. The result would be identification of those areas where succession planning is crucial.

The objective of such an exercise is to ensure that staff expertise is not lost entirely to the Corporation when people retire. This can be accomplished in a number of ways, including developing standard procedures, listing criteria used in specific tasks and by training specific individuals as successors. In particular, it is important that efforts be made to document criteria and procedures and ensure that individuals are cross-trained to assume the role of other staff in their absence. If such documentation is difficult or impossible because of the subjective nature of the activity involved, then it is important that, as a group, people be trained so that the retirement, dismissal or resignation of an individual does not result in dislocation of services or activities. Such activity would also serve to identify through performance appraisals, potential for promotion and succession.

Recommendation

- 23. That the Parks and Property Department in co-operation with the Personnel Department develop and implement effective succession planning in the Department.**



E. IMPLEMENTATION

1. 1984 Budget Implications

The recommendations of this report provide a framework for changes in the Parks and Property Department and a guide to where resources can be allocated most effectively. In this sense, the report is intended to complement the budget review process and to enable the Department to better evaluate the degree to which it is using its allocated resources. The Corporation as a whole is operating in a time of budgetary restraint and a department cannot expect to receive all of the resources it has requested. It is left to Council and the Budget Sub-Committee to make recommendations and decisions regarding resources to be made available for various programs.

In its 1984 budget submission, the Parks and Property Department requested a net increase of 7 establishment positions. As this report was being completed, a review team consisting of staff from the Parks and Property Department, Personnel Department and the Management Services Department met to review the 7 positions, additional title changes affecting union positions and possible impact of this report on Parks and Property Department staffing requirements. As a result of the review team's analysis, it was agreed that:

- (a) the two clerical positions would proceed as requested,
- (b) the Accounting Supervisor position would be filled as soon as possible,
- (c) the Manager of Central Services position would be filled as soon as possible,
- (d) the upgrading of the Manager, Planning and Research, would be deferred pending a review of all management positions in the Parks and Property Department as recommended in this report by the Personnel Department,

- (e) the Assistant Manager of Planning and Research position would be deferred until September of 1984, pending the results of this Report and a further review of the position by staff from the Personnel Department, Parks and Property Department and Management Services Department,
- (f) the additional Project Supervisor position for the Construction and Renovations Unit would be filled on a temporary basis, pending the results of this Report and a further review by the Personnel Department, Parks and Property Department and Management Services Department staff.

Accordingly, only two new positions requested by the Parks and Property Department need be discussed in this Report. The primary concern is whether creation of these two new positions is the most appropriate use of scarce resources, given the expanded Corporate management role and other responsibilities recommended herein.

The Planning and Research Unit has requested, as part of the 1984 Budget, an Assistant Manager, Planning and Research to assist the existing staff and to undertake new responsibilities associated with the property related part of the planning and research work. It is important to consider the additional skills required with respect to implementation of Corporate management activities. In this regard, careful consideration must be made of where those skills will reside. The Deputy Commissioner, Planning and Development and the Commissioner must view the need for the Assistant Manager's position in the context of the skills and expertise required to implement various aspects of the Corporate management role.

The 1984 budget request includes one additional project supervisor in the Construction and Renovations Unit. No workload analysis has been done and consideration of this position should be weighed against the

need to have additional analytical skills with respect to review of capital projects. It may well be that the workload demands one additional project supervisor since there are a number of capital projects in the most recent capital budget that must be supervised by staff from this area. However, the shift in responsibilities to the Planning and Research Unit should be considered as well as the shift of caretaking/housekeeping responsibilities to the Operations areas before filling such a position. Most important, the emphasis in this area must be on Corporate construction standards, Corporate maintenance standards and the ability to analyze and comment specifically on the economic and technical feasibility of major projects. Additional expertise in these areas may be more important than the duties associated with the project supervisor position requested in the budget.

Additional Positions From This Report

This Report has identified a total of three positions which may be needed to support the enhanced role of the Parks and Property Department. These are:

	Estimated Annualized 1984 <u>Salary Levels</u>
Manager, Accommodation Services	\$ 50,400
Analyst, Planning and Research	42,300
Energy Conservation Co-ordinator	<u>35,200</u>
	\$127,900
Fringe Benefits @ 16%	<u>20,500</u>
Total Annualized Impact	\$148,400

Assuming these positions were not filled until the last quarter of 1984, the 1984 Budget cost would be \$37,100. This would be offset in part by the Provincial subsidy for the Energy Conservation Co-ordinator (a

total of \$15,000 in 1984) and salary allocations for new positions included in the Department's 1984 Budget estimates.

Of these positions, the Analyst would be expected to undertake tasks and responsibilities which are similar in nature to those proposed for the Project Supervisor and Assistant Manager positions requested by the Department. That is, these two positions requested by the Department could be structured to provide the expertise and skills needed to fulfill the tasks and responsibilities of the Analyst position recommended in this Report. This would require reorganizing the workload within those two Divisions and suitable adjustments to the job responsibilities of other staff.

The Energy Conservation Co-ordinator and Manager, Accommodation Services positions are entirely new and would have to be staffed on that basis. The Departmental request for additional staff does not address the needs of the Real Estate Services Unit nor does it envision the use of an Energy Conservation Co-ordinator. These positions need to be addressed as part of the review of the remaining Departmental positions to be completed by September of 1984.

Recommendation

24. That the remaining staff requests of the Department which were included in the Parks and Property Department's 1984 Budget estimates be reviewed and analyzed in detail in the context of the recommendations of this Review by a study team consisting of staff from the Parks and Property Department, Personnel Department, and Management Services Department; the study team to report its findings and make recommendations by September of 1984.

25. That subject to the results of the review outlined in recommendation 24 and preparation of an action plan for implementation of this report, the Parks and Property Department add the following positions at a total estimated cost including fringe benefits of \$148,400, the salary levels subject to a review by the Personnel Department.

<u>POSITION</u>	ESTIMATED ANNUALIZED
	<u>SALARY & FRINGE</u> <u>BENEFIT COSTS</u>
Manager, Accommodation Services	\$ 58,500
Analyst, Planning and Research	\$ 49,100
Energy Conservation Co-ordinator	<u>\$ 40,800</u>
	\$148,400

2. Phased Implementation

Clearly, it is not possible to implement all of the recommendations contained in this report immediately. Just as the program review process involves a number of stages including the evaluation assessment, the conduct of the review, implementation of the review and a post-review audit, so it is important that the Parks and Property Department consider creation of an action plan to implement those recommendations which have been approved by the Department and the Program Evaluation and Review Committee.

A number of managerial issues are of immediate concern and require establishment of a "Management Action Plan" in consultation with Management Services Department staff. Such a plan will encompass the implementation of programs and processes needed to improve the managerial skills of the Department. Some of these issues are identified in the following commentary. The question of goals and objectives has already been raised in Section B of this report.

Recommendation 2 specifically addresses this and requires that goals and objectives be in place prior to the 1985 Budget Plan. In addition to goals and objectives, the various managerial issues should be addressed as part of a plan prepared by the Department which would produce some results in time for the 1985 Budget and the bulk of the requirements by the 1986 Budget Process. The Management Action Plan can be completed by the Department in consultation with Management Services Department staff within two to three months of the acceptance of this report.

The following implementation plan is illustrated in Exhibit 12.

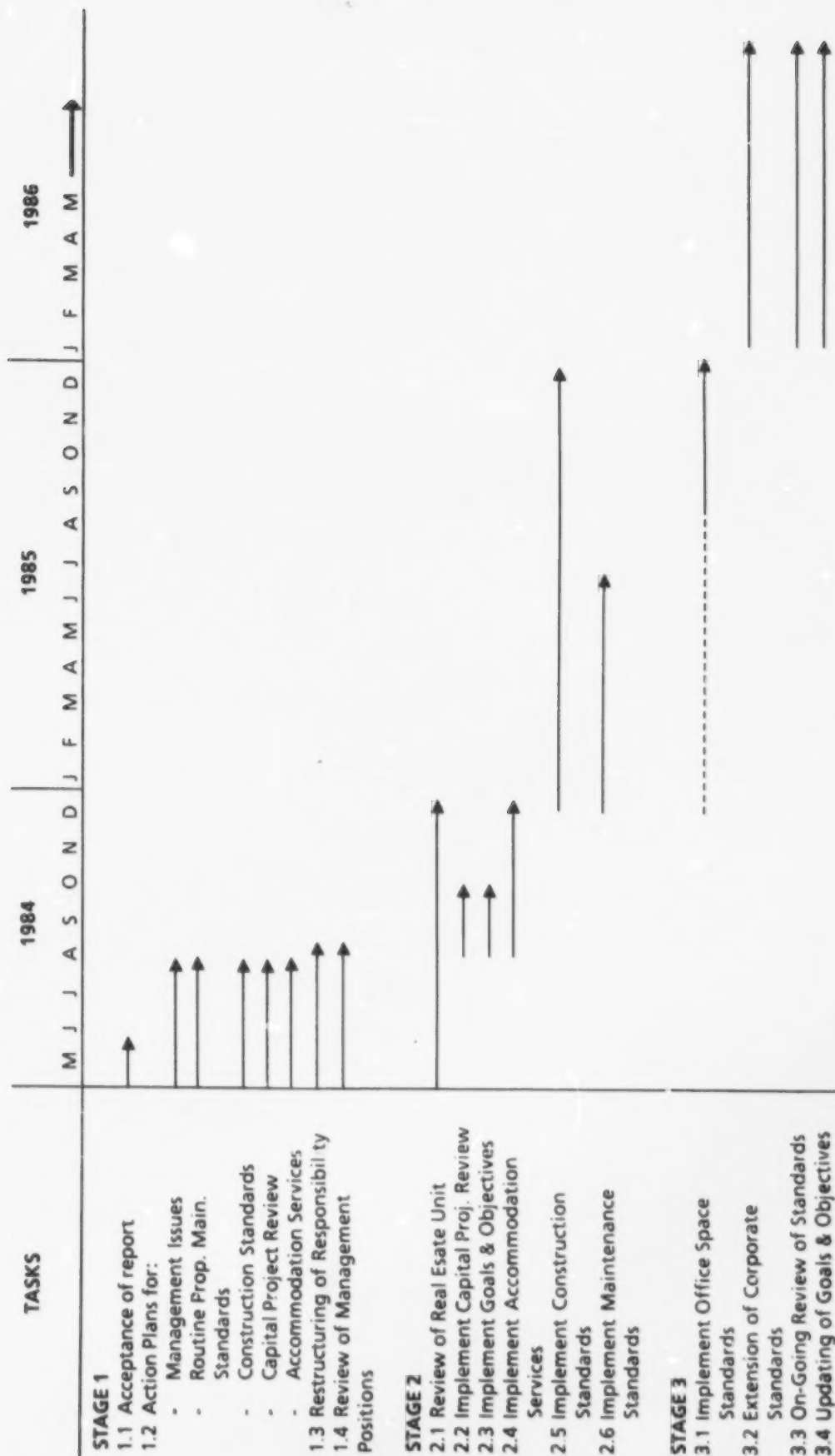
(a) Stage 1 - Immediate Changes

This first stage would be conducted in conjunction with the staff of the Management Services Department involved in the review and would initially involve careful consideration of all of the recommendations and potential impact of the review itself. In this instance, a number of immediate changes are possible:

- 1.1 acceptance of the Corporate role described in this Report by senior management of the Parks and Property Department,
- 1.2 specific action plans for the preparation and implementation of:
 - an action plan for management issues,
 - departmental goals and objectives to the Unit level in time for use as part of the 1985 Operating Budget,
 - routine property maintenance standards for those Departments to which Parks and Property provide services,
 - a review of routine property maintenance services provided across the Corporation,
 - construction and renovations standards for those buildings for which Parks and Property has responsibility,

EXHIBIT 12

PARKS & PROPERTY DEPARTMENT REVIEW IMPLEMENTATION PLAN



- a review of possible construction standards for use on a Corporate-wide basis,
- a capital works building projects review process, including appropriate evaluation criteria,
- a comprehensive accommodation services function including establishment of Corporate office space standards and a long-range plan to meet Corporate office space needs.

1.3 restructuring of the department into three divisions, Planning and Development, Operations, Administration,

- transfer of the day-to-day management of the residential and commercial property portfolio to the newly created Operations Division,
- placement of the Planning and Research Unit entirely within the Planning and Development Division for administrative and reporting purposes,
- redefinition of responsibilities within the three Divisions as outlined in the report,
- assignment of responsibility and authority under the new structure to the two Deputy Commissioners,

1.4 the Personnel Department to review all management job descriptions, titles and salary levels in the context of the restructuring described above (this taskforce to report its findings by August, 1984),

(b) Stage 2 - Intermediate-Term Changes (by end of 1985)

2.1 with the assistance of the Management Services Department, the Personnel Department and outside real estate consultants, a review of the Real Estate Unit should be conducted to consider its existing tasks and activities and to recommend methods to implement the accommodation services function as set out in this report (this review to be completed in time for 1985 Budget discussion),

- 2.2 development of the capital works building projects review process in time for use in the 1985 Capital Budgeting Process,
- 2.3 implementation of goals and objectives,
 - development of appropriate performance measures for use in all Units in the Parks and Property Department.
- 2.4 completion of Corporate office space standards and development of a long-range plan to meet Corporate office space needs,
 - introduction of a comprehensive accommodation services function within the Parks and Property Department,
 - completion of an extended computerized property inventory,
- 2.5 completion of construction and renovations standards for those buildings for which Parks and Property has responsibility,
 - completion of a review of construction standards for use on a Corporate-wide basis,
- 2.6 completion of a review of routine property maintenance services provided across the Corporation,
 - development and use of routine property maintenance standards for those departments to which Parks and Property provide services,

(c) Stage 3 - Long-Term Changes (beyond 1985)

- 3.1 consolidation of office space needs to facilitate best value for leasing dollars; implementation of space standards,
- 3.2 ultimately, there is every expectation that Corporate property management standards and policies can be extended to all departments and agencies within the Metropolitan Corporation.
- 3.3 on-going review and updating of Corporate standards as necessary,
- 3.4 annual updating of goals and objectives to reflect changing needs of the Department; refinement of performance measures,

Recommendation

26. That the Commissioner of Parks and Property prepare a plan describing the actions needed including the provision of additional staff that are required to implement these recommendations based on the time frame described in the implementation section of this Review or such other time frame as may be appropriate.

APPENDIX A

PARKS AND PROPERTY DEPARTMENT

PROGRAM PROFILE

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I HISTORY

The following describes the key historical events in the development of the Parks and Property Department. In the period from 1953 to 1978, the two departments operated as autonomous units. In 1978, the two departments became the responsibility of one Commissioner and in 1980 were formally amalgamated as the Parks and Property Department.

1. Property Department

The Property Department was established on June 26, 1956 under Executive Council Report 26 (3). This Report stated that the Property Department was to be responsible for the care and maintenance of various Metro Toronto-owned buildings. Certain properties which were designated as being part of the new Department's mandate remained under the control of the then Welfare and Housing Commissioner. Since that time, the Department's role has been expanded to include many different functions. The following list includes specific areas over which the Property Department has assumed varying degrees of authority in the period since 1956:

(a) Subway Property Committee

The Subway Property Committee was established in 1959 with authority to negotiate the acquisition of lands for the Bloor/Danforth/University subway lines. The Committee included the then Commissioner of Property for Metro and was essentially a special purpose body assigned the task of negotiating acquisition of literally hundreds of properties needed for the development of Metro's growing subway system. In 1977, the authority of this Committee was transferred directly to the Metropolitan Toronto Property Department. This was done in recognition of the need for a more effective reporting relationship and the fact that the

capacity of the Metro Property Department had grown to the point where it could effectively assume this task. Consultation with the Planning Department, the T.T.C. and other departments has continued.

(b) Community Services

On January 1, 1967, the Metro Property Department assumed responsibility for lands and premises used for what were then referred to as welfare purposes. In effect, responsibility for welfare had been assumed by the Municipality of Metropolitan Toronto and as a result of that new authority, provision was made for the Metro Commissioner of Property to assume responsibility for maintenance and care of buildings associated with the welfare system. On August 28, 1982, the responsibility for caretaking and renovations in such facilities was transferred to the Community Services Department. The transfer occurred because it made sense to have caretaking staff, who worked closely with Day Care supervisors in any case, responsible to one supervisory authority instead of two. The change also facilitated the reporting to the Province for the purposes of subsidies. The Property Department continued to retain responsibility for such buildings and their disposition, if declared surplus.

(c) Canadian National Exhibition Grounds

In 1966 the Parks Department assumed responsibility for what was then called Exhibition Park from the City of

Toronto. The Parks Department performed the functions assumed by the Property Department in 1974. On November 5, 1974, the Metro Executive Committee adopted a report which specifically stated that the Metropolitan Corporation, through the Metropolitan Commissioner of Property, would be responsible at Exhibition Place for all construction, repair and maintenance of buildings together with responsibility for the maintenance of the grounds, roadways and gardens using the services of the C.N.E. Association's Works Department and Metropolitan Departments as required. All such work was to be authorized by the Metropolitan Commissioner of Property in accordance with procedures set out by the Metropolitan Council. It should be noted that the Metropolitan Parks Department was to continue to maintain the grounds at Exhibition Place and to issue permits for various activities held from time to time on the grounds of Exhibition Place in accordance with their own rules and regulations. This function continued to fall under the Commissioner of Parks.

A further elaboration of the role of the Metro Parks and Property Department was a decision by Metro Council dated March 12, 1976 which confirmed the primacy of the Metropolitan Property Department in respect to priority-setting of the recommended reconstruction program which was outlined in an earlier capital budget report. In essence, this confirmed the authority of the Property Department with respect to the setting of priorities and the work plan for major capital renovations. In 1975 the Exhibition Stadium Corporation was created to manage the newly renovated Exhibition Stadium.

On June 21, 1983, Council approved an agreement (effective July 8, 1983) between the Metropolitan Corporation and the Board of Governors of Exhibition Place which transferred the responsibility for the operation, management, maintenance and improvements of the grounds and buildings at Exhibition Place to the Board. The Parks and Property Department would no longer be responsible for the issuance of permits for various activities, the maintenance of grounds and the setting of priorities for capital expenditures. This agreement has implications for the Department in defining its responsibilities and workload. While the maintenance function will be turned over to the new Board of Management on December 31, further negotiations are required to establish the Department's relationship to the new Board.

(d) Ambulance Services

On June 1, 1976, the Executive Committee adopted a Management Sub-Committee recommendation that the Commissioner of Property be authorized to provide coordination, supervision and other related services necessary for the construction and caretaking of Ambulance stations. In 1984, it is anticipated that the Parks and Property Department will assume responsibility for outside maintenance and landscaping of Ambulance buildings.

(e) Metro Zoo

The Parks Department was largely responsible for the development and construction of the Zoo which was started in 1969. A Board of Management was created in 1978 with full responsibility for the Zoo's operations.

The relationship of the Metro Property Department to the Metro Zoo is defined in an October 2, 1978 Executive Committee Report which indicates that for major renovations or construction at the Zoo, the Property Department will be responsible for the calling of public tenders and the administration of contracts let as a result of those tenders. An agreement between the M.T.R.C.A., Metro Toronto and the Board of Management of the Zoo dated April 20, 1978, defines in paragraph 7 (2) the nature of their relationship. In 1982, as part of the budgetary process, a further recommendation was approved by Metro Executive requiring that the Metro Zoo make greater use of the Parks and Property Department's resources when planning projects and developing costs estimates.

(f) Police

One reason for the creation of the Property Department at the time of the 1956 Executive Committee report was the amalgamation of the area municipal police forces and the resulting acquisition of a large number of Police buildings. The Parks and Property Department continues to have responsibility for site acquisition, planning, construction, caretaking and maintenance of Police buildings.

Property Management

Historically, the Property Department role has varied in accordance not only with changes instituted by Metro Council but as a result of revisions in Provincial legislation. The Department had been responsible for the Don Jail and various Court buildings until responsibility for the administration of justice was assumed by the Province.

The general role of managing Corporate-owned properties related initially to those properties which were acquired by expropriation or negotiation for various public service expansions; for example, lands required for expressways, sewer or water rights-of-way, and of course, the T.T.C. In 1955, a real estate agent was hired on a contract basis to manage such properties on behalf of the Metropolitan Corporation. In 1958 (E.C.R. 9, Clause 4) the real estate services responsibilities were transferred from the Treasury Department to the Property Department. The responsibilities involved the acquisition of properties for Metro capital projects and to manage and set rental rates for Metro-owned properties and to handle tenancy agreements. Since that time, all recommendations with respect to rentals (including lease renewals) and sale of surplus lands have been the responsibility of the Commissioner of Property. There was a further direction that the Commissioner of Property should set rentals based on market value, although this was initially phased in to alleviate the immediate impact on existing tenants.

The Property Department was involved in the acquisition of properties and planning of the Metro Reference Library in 1973-74. The Old City Hall was acquired from the City of Toronto and became a responsibility of the Property Department in 1965.

2. Parks Department

The Metropolitan Parks Department was created in 1955 by the passing of By-law No. 231. Creation of the Department is pursuant to Sections 206 to 215 of the Metropolitan Toronto Act (Chapter 314 R.S.O. 1980). Section 206 (1) of the Metro Act sets out that Metro Council has all the authority of a Board of Parks Management under the Public Parks Act (Chapter 417 R.S.O. 1980). In essence, these two pieces of legislation provide the foundation for all activities in the Parks Department.

A recent report to the Parks, Recreation and Property Committee (dated November 16, 1983) included a concise description of the historical development of the Parks systems. Part of that report is reproduced here.

The initial policy statement respecting the provision of recreation facilities in the Metropolitan Parks System dates back to Report No. 1 of the Planning and Parks Committee, adopted by Council February 21, 1956, which states:

"Recreationally they will provide those things which the neighbourhood parks seldom offer, but which people increasingly demand. The tempo of modern living and the density of our population makes it essential that nature be preserved in those areas where it still exists. Metropolitan parks should offer opportunities for an outdoor experience - a basic need of people - in a manner which they can enjoy. But in addition to the day camps, council rings, extensive picnic facilities, bridle paths, nature trails and wilderness areas, they will serve as the laboratories for outdoor education and conservation. Indeed, the whole concept of Metropolitan parks should be consistent with the highest ideals of conservation itself."

Initial development works took place at Toronto Island, which, along with Riverdale Zoo, was assumed from the City of Toronto in the early 1950's, together with the completion of work at the Don Valley Golf Course which had been commenced by the Works Department prior to the formation of the Parks Department. Additionally, low key types of summer passive park facilities were provided in the valleys of the Don, Humber and Highland Creek. This initial development thrust to 1965 was aided significantly by the formation of The Metropolitan Toronto and Region Conservation Authority in 1957, and by its land acquisition program in Metro's watercourses. While this initial decade of development focused on the provision of access and parking, walking trails, picnic areas, council rings and the provision of simple washroom facilities, there was a further movement into the active recreation scene with the provision of two additional golf courses, Humber Valley and Dentonia Park. All courses operate on a "pay-as-you-play" basis. By 1965, total parkland acreage under the jurisdiction of the Department had risen to 2,033 hectares (5,000 acres).

Following this initial thrust and in view of the rapid urbanization of Metropolitan Toronto, the Parks and Recreation Committee

undertook, in 1966, to develop a long-range concept plan for the Department's facilities and services. This plan, referred to as the Twenty-Five Year Development Concept, was approved by the Council of Metropolitan Toronto on November 15, 1966 (Report No. 15 of the Parks and Recreation Committee).

In brief, this plan, while stressing the continued need to reserve large acreages for non-programmed passive recreation pursuits, went on to propose a number of specific recreation facilities of a more active nature. Specifically, the plan proposed a new Metropolitan Zoo, an additional 18-hole regulation golf course, along with several par-3 golf courses, at least four regional payfield complexes Olympic standard swimming pools and riding stables for equestrian enthusiasts.

Over the 1966-1976 decade, many of the above-noted facilities, such as the new Metro Zoo (1974) Scarlett Woods Golf Course (1974) and two regional sports field complexes at Sunnybrook Park (1969) and Eglinton Flats (1976) were either built or under development. Horseback riding, which has grown in popularity, was initiated in this period at the Central Don. Also in this decade,, two former golf courses (York Downs and Tam O'Shanter) were acquired in conjunction with the Authority and the respective local municipalities. By 1976, some 3,213 hectares (7,936 acres) of regional parkland now came under the Department's jurisdiction.

Towards the end of this second decade of parkland development, a Committee known as The Parks & Recreation Co-ordinating Committee was formed, comprised of heads of the local municipal Parks and Recreation Departments, the Chairman of your Committee and staff of this Department. This Committee met regularly over an eighteen-month period and, on June 19, 1975, presented its findings to The Metropolitan Parks and Recreation Committee (see "Stage 2 Report from The Parks and Recreation Co-ordinating Committee"). The findings deal with the future provision of recreation facilities in Metropolitan Toronto.

In summary, the 1975 report outlined a major role for the Metropolitan Corporation in the direct provision of a major indoor/outdoor track and field facility, major sports fields for the accommodation of soccer, rugby, cricket and field hockey, a full range of facilities relating to the rapidly-expanding interest in boating on the Metropolitan Waterfront, four "pay-as-you-play" tennis centres, two Olympic-scale swimming pools and gymnasias. The cost to implement this program exclusive of land acquisition costs was estimated to be \$35-40 million. Your Committee, in receiving this report, requested that a further detailed report be submitted outlining the anticipated operating costs and revenues of the proposed facilities. This matter was addressed in the "Stage 3 Report from the Parks and Recreation Co-ordinating Committee", which was submitted to and received for information by your Committee in January, 1976.

In light of this action and in accord with a further report received by your Committee on September 23, 1976, entitled "Concepts and Objectives for the Metropolitan Parks System 1976-86", the provision of major recreation facilities has been limited to those where a demonstrated need existed at a regional level and where capital costs could be accommodated within "restrained" budget targets established by Council. Notable facilities which were completed within the period 1976-1983 included the Eglinton Flats Tennis Facility (1978), Metropolitan Track and Field Centre (1979), G. Ross Lord Park Regional Playing Fields (1980), further sports fields at Eglinton Flats (1982) and the renovation of Tam O'Shanter Golf Course (1981-82).

Additionally, in this period major progress was made in the provision of boating facilities on the waterfront at Humber Bay, Bluffer's Park and Ashbridges Bay under the direction of self-help Federations recommended in 1976. By the end of 1982, 3,646 hectares (9,011 acres) were managed as public parkland.

One other noteworthy event was the takeover of the Island Ferry Services from the T.T.C. in 1962.

The foregoing developments have shaped the policy direction of the Department. Other actions which detail the role the Department plays are various agreements with other agencies. Two agreements exist with the Metro Toronto and Region Conservation Authority (M.T.R.C.A.). One agreement concerns the use of hazard or flood plain lands found in the river valleys in the Metro Toronto area and the second agreement relates to the waterfront. With respect to the former, the agreements provide that the M.T.R.C.A. will acquire such lands as it deems appropriate for flood control purposes within Metro Toronto and turn those over to the Metropolitan Corporation for development as regional parks. Metro then plans its parks and submits the approved development plans to the M.T.R.C.A. for their approval prior to implementation. The second agreement dealing with the waterfront provides that the M.T.R.C.A. will acquire or create the lands and in conjunction with Metro Toronto plan and ultimately develop the lands themselves. Once developed, the lands are turned over to the Metro Parks Department to operate.

A number of other agreements have been signed which also serve to provide direction to the Metro Parks Department. There is for example, the agreement with York University with respect to the Metro Toronto Track and Field facility located on the York University campus, which is owned by Metro and jointly operated by Metro and York University. Metro also has an agreement with the Ontario Science Centre for the maintenance of its grounds and there is an agreement to provide certain services to the Civic Garden Centre. In addition, a number of agreements exist with respect to the Boards of Management of key Metro facilities such as the Guild Inn and the Humber Arboretum.

3. The Parks and Property Department

In June of 1978 a Report proposed the amalgamation of the Parks and Property Departments. The recommendations adopted and implemented by Council in September of 1978 involved organizational changes, but did not change the roles of either of the Departments as they existed at the time. Each Department continued to operate as an autonomous unit, but one Commissioner was responsible for both functions. In 1980, Metro Council adopted Report No. 4(1) of the Management Sub-Committee (June 3, 1980) which recommended the creation of a single Parks and Property Department. The report did cite efficiencies in combining of a number of functions:

- (a) a single administrative unit;
- (b) a single planning and development section;
- (c) a single construction management section.

II ORGANIZATIONAL STRUCTURE (as of January 1, 1983)

Reporting to the Commissioner of Parks and Property are two Deputy Commissioners, and the Senior Administrator. In general, the Department is divided into two major divisions, one for Parks and one for Property. The Manager, Planning and Research reports to both the Deputy Commissioners. The Senior Administrator is responsible for the administration of the Department and reports to the Commissioner. Exhibit 1 depicts the overall organization of staff and reporting relationships within the Department (as of October, 1983).

As of January 1, 1983, the approved establishment was 316 employees. Because of the nature of the Parks operation, a large number of temporary staff are hired during the peak summer period. The Property Division also employs a significant number of temporary staff. In 1983, the Department's temporary establishment, rounded to the nearest equivalent man year, totalled some 288. At its peak, almost 600 people are also employed as temporary staff.

Parks Division (See Exhibit 2)

Reporting to the Deputy Commissioner, Parks, the Manager of Operations has responsibility for all operational activities of the Division. Activities are decentralized and organized into geographical sub-units, each with its own district manager. Each district is further sub-divided into geographic divisions managed by a superintendent.

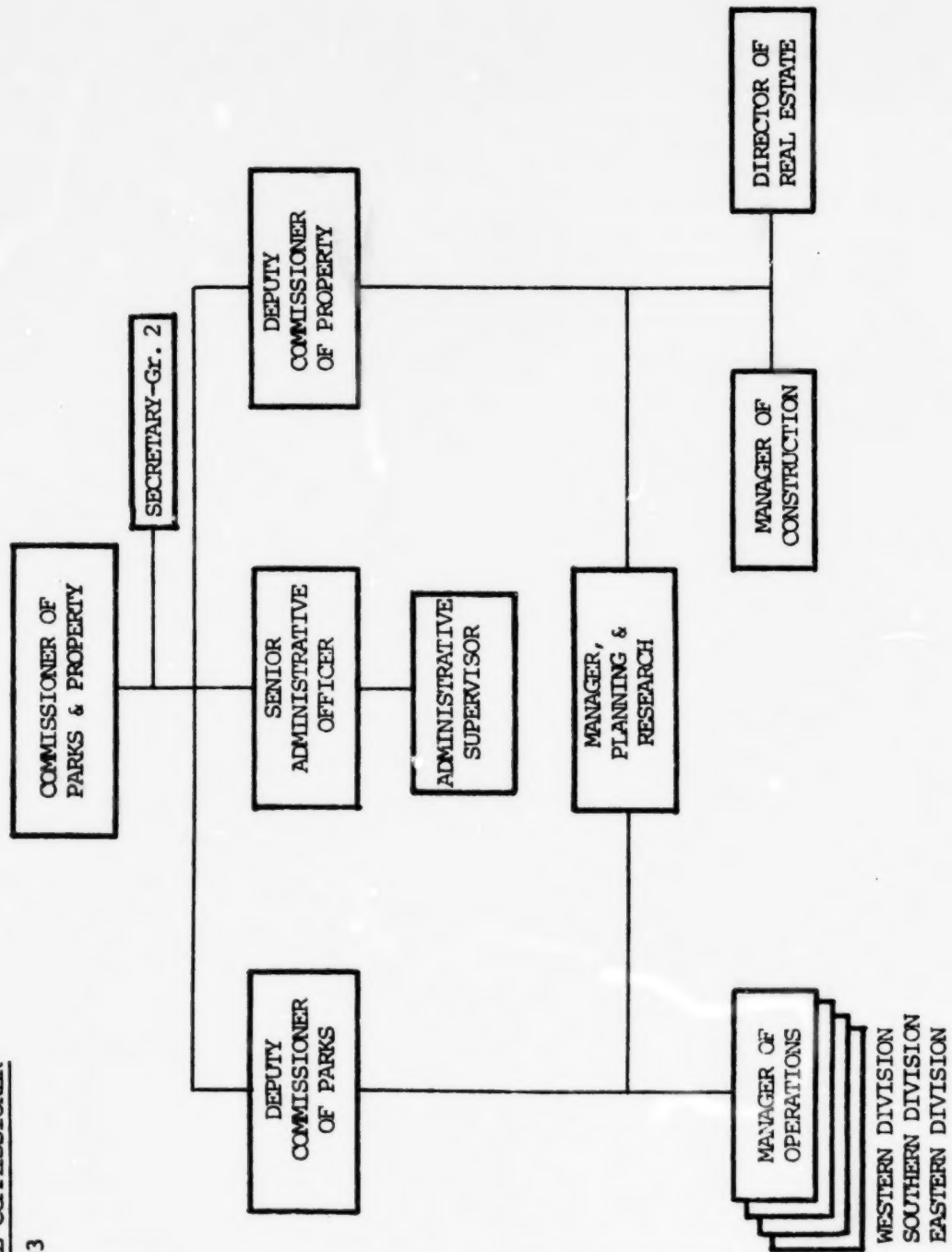
A key change in the Division occurred in 1983 when responsibility for inside buildings maintenance activity was transferred from the Property Division. Integration of maintenance operations to the activities of the Parks Division is proceeding.

THE MUNICIPALITY OF METRO TORONTO
PARKS & PROPERTY DEPARTMENT

OFFICE OF THE COMMISSIONER

October, 1983

EXHIBIT 1

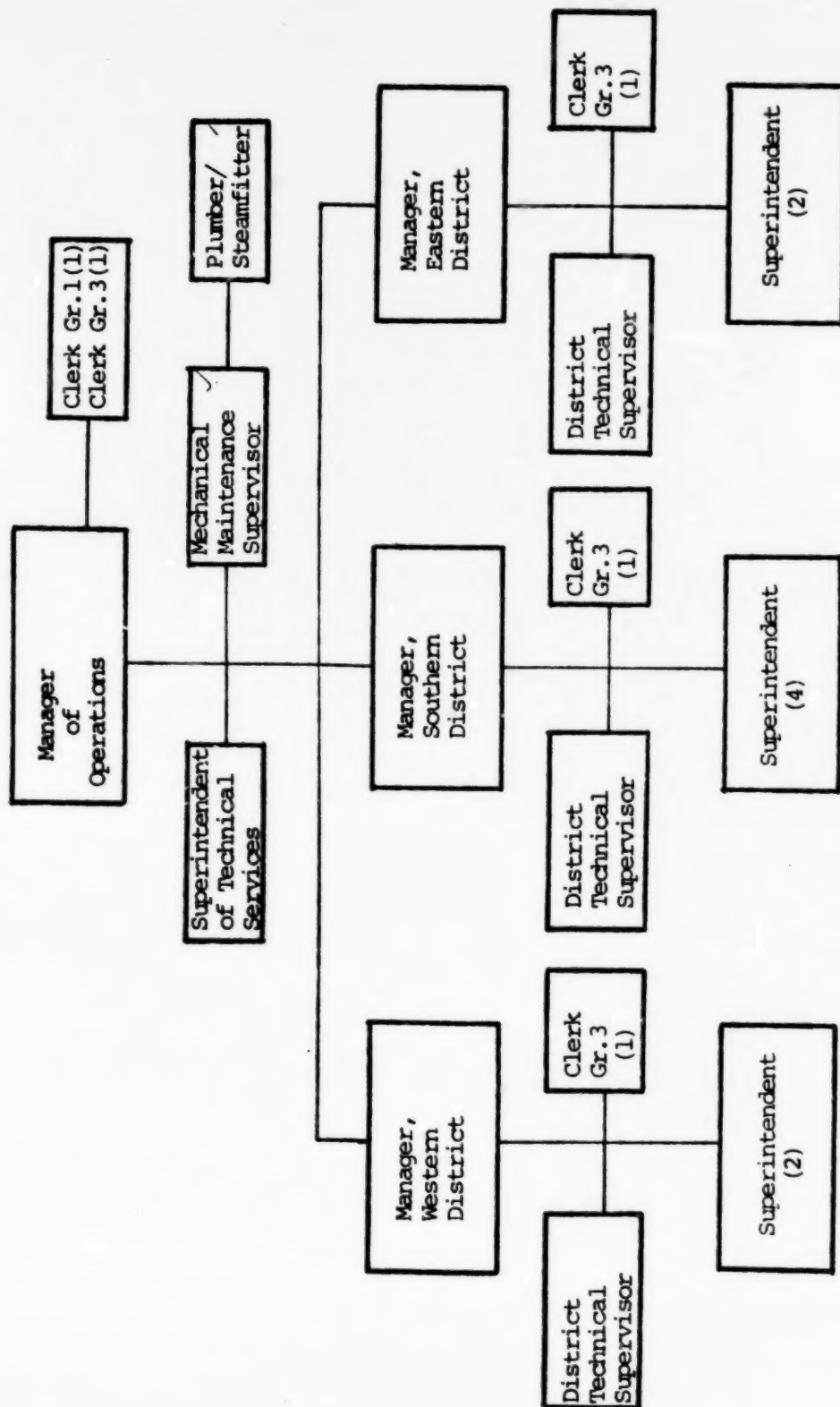


THE MUNICIPALITY OF METRO TORONTO
PARKS & PROPERTY DEPARTMENT

PARKS DIVISION

October, 1983

REPORTS TO THE
DEPUTY COMMISSIONER
OF PARKS



Eastern District (see Exhibit 3)

- includes 56 permanent positions and the district manager
- sub-divided into 2 divisions, Eastern and Central, each supervised by superintendents
- a field supervisor provides support and direction to the housekeeping/caretaking staff who report to Parks foremen
- the Central Division includes 2 arborist crews which provide services for the district and the Roads and Traffic Department.

Western District (see Exhibit 4)

- includes 61 permanent positions responsible to the district manager
- sub-divided into two geographical divisions, Western and Northern, each supervised by a superintendent
- a field supervisor provides support and direction to the housekeeping/caretaking staff who report to the Parks superintendent.

Southern District (see Exhibit 5)

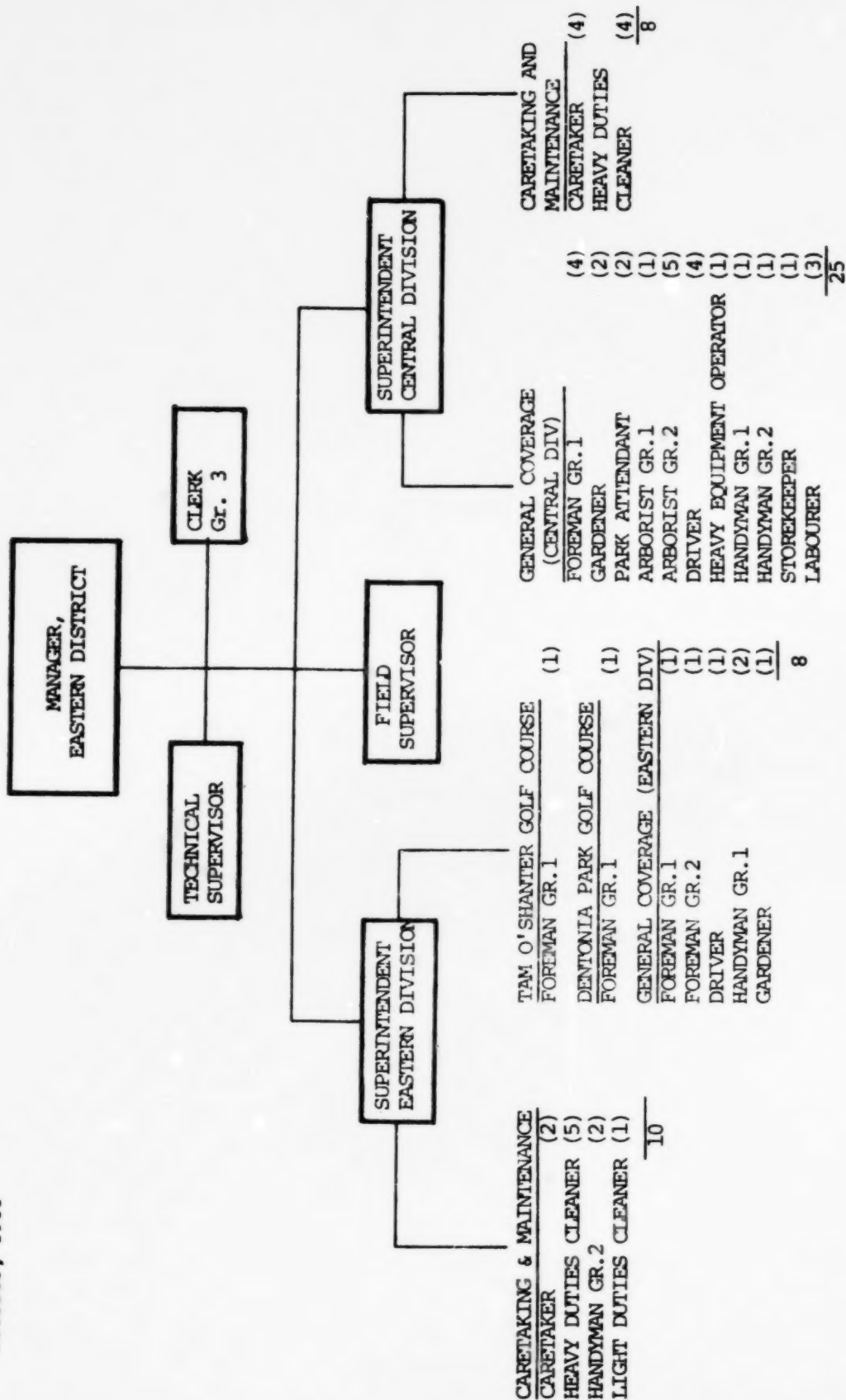
- includes 120 permanent positions and the district manager, sub-divided into two functional and two geographic divisions
- Southern Division includes the Exhibition Place area, the downtown core, and the Leslie Street landfill area as well as additional parkland east of the Harbour.
- Island Division includes all parklands on the Islands and part of the residential community on Wards and Algonquin Islands.

THE MUNICIPALITY OF METRO TORONTO
PARKS & PROPERTY DEPARTMENT

OFFICE OF THE MANAGER,
EASTERN DISTRICT

October, 1983

REPORTS TO
THE MANAGER
OF
PARKS OPERATIONS

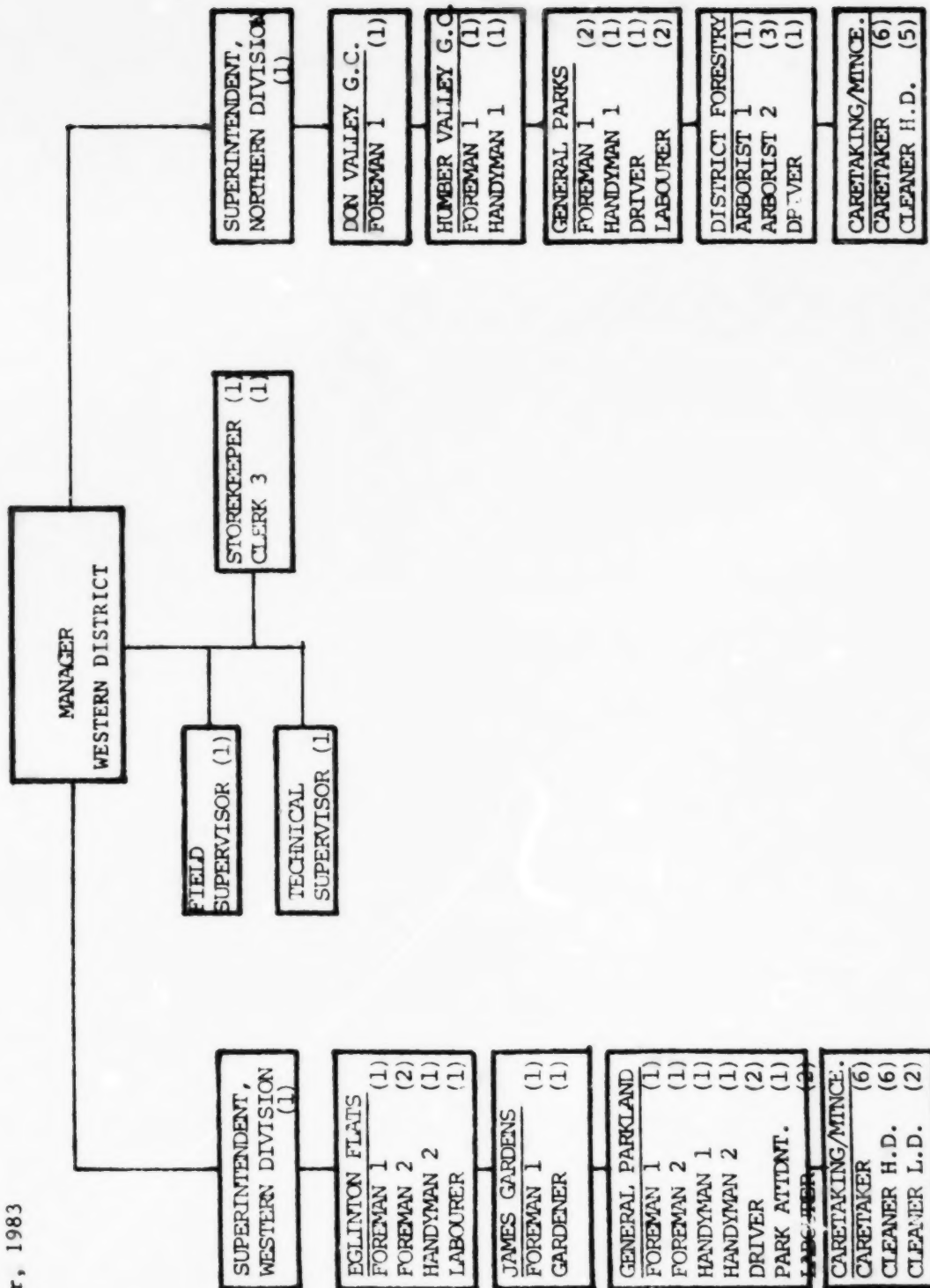


THE MUNICIPALITY OF METRO TORONTO
PARKS & PROPERTY DEPARTMENT

OFFICE OF THE MANAGER,
WESTERN DISTRICT

October, 1983

REPORTS TO
THE MANAGER
OF
PARKS OPERATIONS



THE MUNICIPALITY OF METRO TORONTO
PARKS & PROPERTY DEPARTMENT

OFFICE OF THE MANAGER,
SOUTHERN DISTRICT

October, 1983

REPORTS TO
THE MANAGER OF
PARKS OPERATION

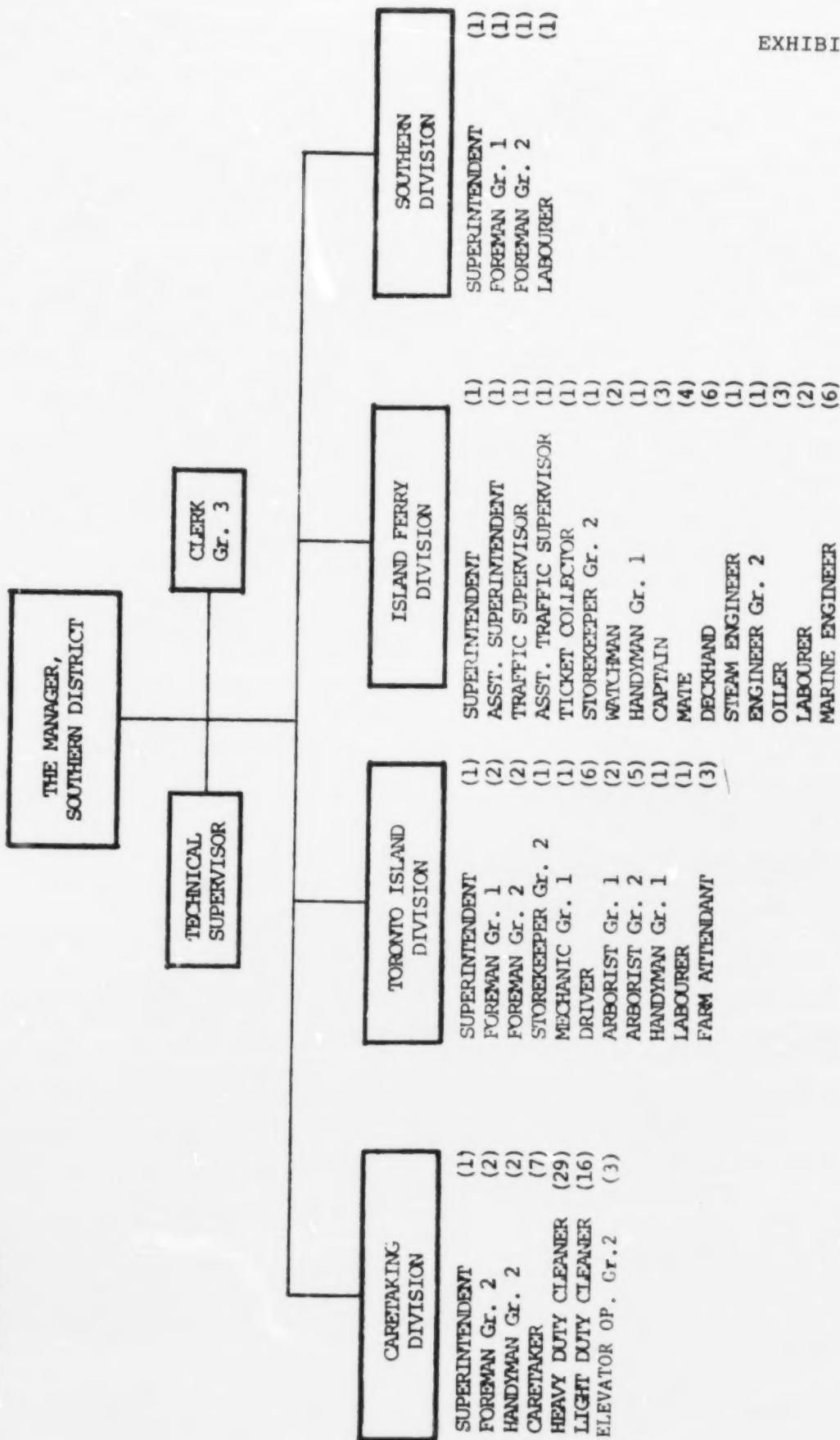


EXHIBIT 5

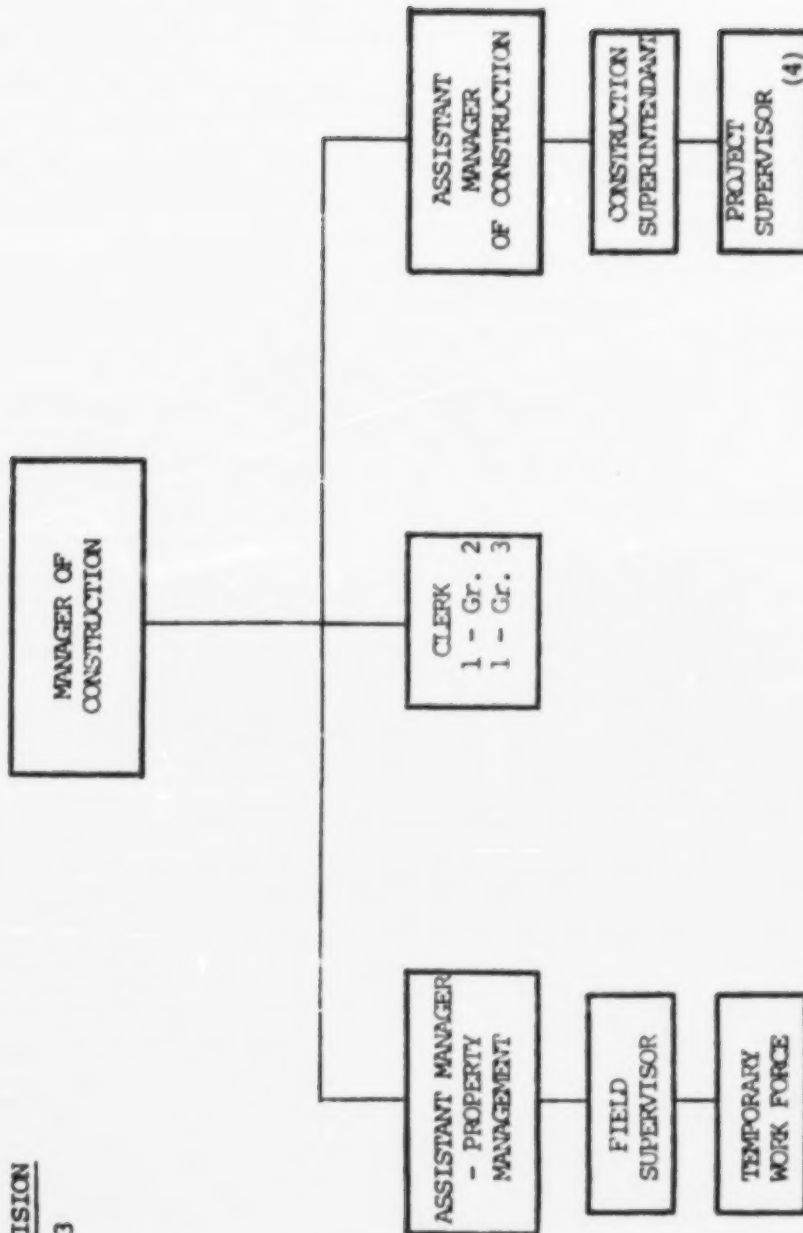
- Caretaking staff report through local foremen to the area superintendent and are responsible for caretaking/housekeeping activities in various buildings in the downtown area
- Island Ferry Division is responsible for the operation of Ferry services.

Property Division

Reporting to the Deputy Commissioner, Property, are the Director of Real Estate and the Manager of Construction.

Construction (See Exhibit 6)

- sub-divided into 2 units, each under an Assistant Manager
- the Construction Unit deals with major renovations and building construction projects for the following departments/agencies:
 - Parks projects
 - Police
 - Ambulance
 - Exhibition Place
 - Metro Zoo
- also maintains the housing portfolio managed by the Real Estate Branch
- provides consulting assistance to departments and agencies concerning the cost and technical implications of proposed development projects



Real Estate (See Exhibit 7)

- Under the direction of the Director, Real Estate are two positions, the Manager, Evaluation and Negotiation and the Senior Real Estate Supervisor.
- the Manager, Evaluation and Negotiation has 8 evaluator negotiator positions reporting to him as well as the Property Supervisor. This Unit provides appraisal and evaluation services to all departments and also assists in the location, acquisition or leasing of office space for most departments.
- all site acquisitions by Metro departments are the responsibility of this Unit,
- the only exception is with respect to certain T.T.C. properties that are owned by the Toronto Transit Commission itself.
- The Real Estate supervisor is responsible for the management of the 300 Unit portfolio of residential buildings which were acquired for various capital projects such as expressways, sewer construction, rapid transit lines, etc.
- This Unit is responsible for the rental and maintenance of these properties and their eventual disposal.
- Renovations and major maintenance are the responsibility of the Construction Unit, which provides the services as required.

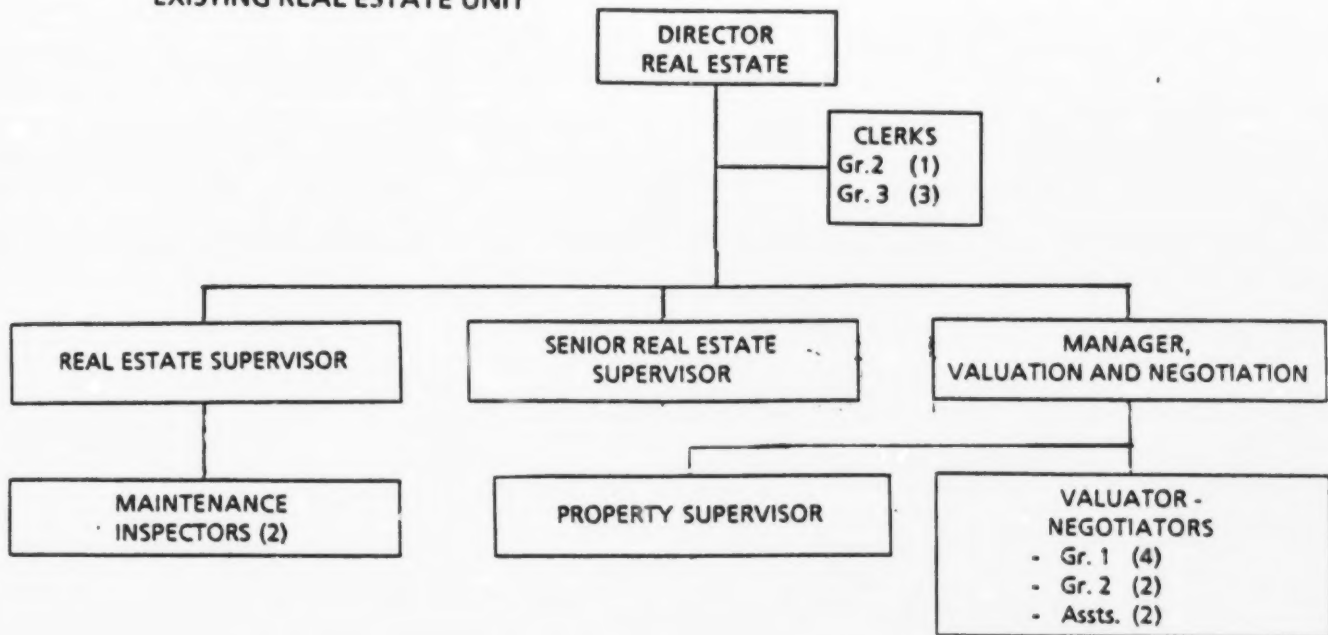
Planning and Research (See Exhibit 8)

- This Unit was recently renamed the Planning and Research Division as a result of changes in its responsibilities.
- The Unit now is responsible for development of all capital projects with respect to the Parks Division and also for building and construction projects associated with Ambulance and Police.

EXHIBIT VII

PARKS & PROPERTY DEPARTMENT

EXISTING REAL ESTATE UNIT



Source: PARKS AND PROPERTY DEPARTMENT
APRIL 24, 1983

- The Planning and Research Unit assists in the planning design of these structures, arranges for architects and supervises the awarding of contracts.
- At this point, the Construction Division of the Property Division assumes responsibility for supervision of construction and eventual turning over of the building to the Ambulance or Police.
- With respect to the Parks Department projects, the Planning and Research Unit supervises all phases from planning and design through to award of construction contract.
- The Construction and Renovations Unit supervises construction of projects, but the Planning and Research Unit continues to be responsible for financial control of projects to completion.
- The Unit's research component includes responsibility for concept plans, development plans, user surveys and a proposed tree inventory.
- The Research component is being emphasized in future development of this Unit as opposed to the more traditional role in development and management of Parks related projects.
- A third aspect of the Unit's work involves communication which takes the form of speaking engagements on behalf of the department, liaison with Provincial and Federal officials and generally promoting the work of the Department.
- The latter responsibility is not formally articulated, but has developed over the years.

THE MUNICIPALITY OF METRO TORONTO
PARKS & PROPERTY DEPARTMENT

PLANNING & RESEARCH SECTION

October, 1983

REPORTS TO

THE

DEPUTY COMMISSIONERS

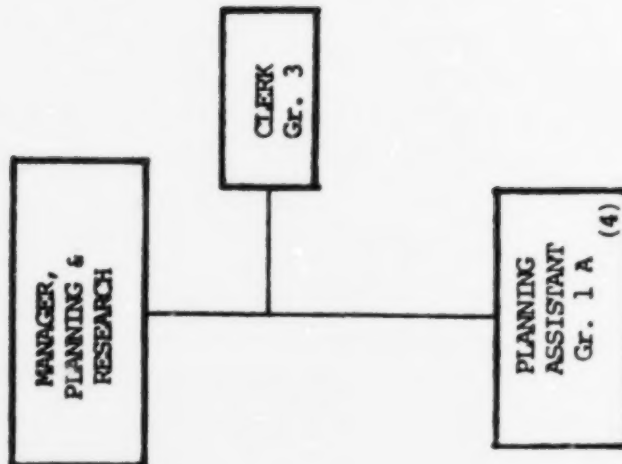


EXHIBIT 8

Administration (See Exhibit 9)

- This Unit is responsible for accounting, payroll functions and general administration associated with both the Property and Parks Divisions.
- The senior administrative officer reports directly to the Commissioner.

III FISCAL RESOURCES

The 1983 Approved Operating Budget Estimates for the Parks and Property Department are described in Table I. As indicated, the Department employs 9 major expenditure appropriations. Administration includes salaries and benefits of some senior management. Caretaking and maintenance was used entirely by the Property Division in 1983, but has since been operationally shifted to the Parks Division. For operational purposes, renovations, real estate and property management are used primarily by the Property Division, while the parkland maintenance and horticulture and arboriculture appropriations fall under the decentralized sub-divisions of the Parks Division. Transportation and sports and other activities are used entirely within the Parks Division.

It is noted that the 1983 estimates included the repair and maintenance of Metropolitan properties acquired for transportation purposes. previously, this amount (about \$1.5 million) was recorded in the capital accounts. Also, responsibility for caretaking and maintenance of Community Services facilities was transferred to that Department (about \$0.5 million appears in 1982, but not in 1983). Table I(a) lists the 1984 Preliminary Operating Budget.

PARKS & PROPERTY DEPARTMENT
ADMINISTRATION DIVISION

October, 1983

REPORTS TO
THE COMMISSIONER
OF PARKS & PROPERTY

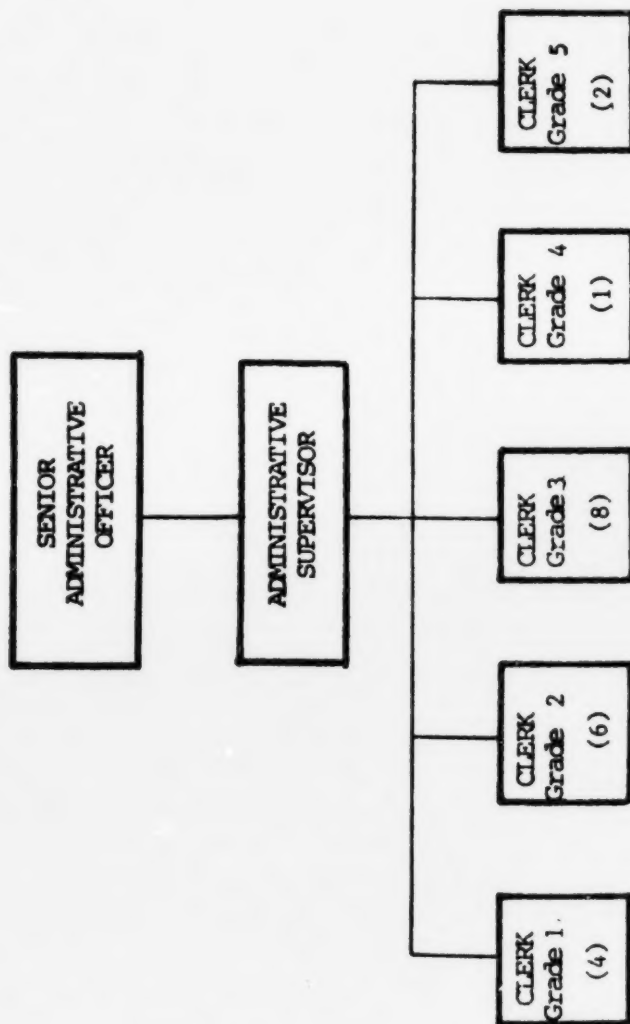


EXHIBIT 9



THE MUNICIPALITY OF METROPOLITAN TORONTO
1983 OPERATING BUDGET

TABLE I

DEPARTMENTAL OR AGENCY APPROPRIATIONS SUMMARY

DEPARTMENT OR AGENCY: PARKS AND PROPERTY DEPARTMENT

PROGRAM OR APPROPRIATION	In \$000's to one decimal place		
	1983 ESTIMATE	1982 ESTIMATE	1982 ACTUAL
ADMINISTRATION	2,767.5	3,020.0	2,831.1
CARETAKING & MAINTENANCE	6,030.5	6,100.9	6,079.3
RENOVATIONS	1,653.5	1,833.1	1,180.0
REAL ESTATE	484.5	560.4	548.9
PROPERTY MANAGEMENT	1,547.0	0.0	0.0
MAINTENANCE OF GENERAL PARKLAND	6,085.8	5,193.1	5,273.0
HORTICULTURE & ARBORICULTURE	2,662.0	2,469.5	2,394.4
SPORTS & OTHER ACTIVITIES	2,728.6	2,697.2	2,710.3
TRANSPORTATION SERVICES	2,577.9	2,377.5	2,287.0
CANADA/ONTARIO EMPLOYMENT DEVELOPMENT (C.O.E.D.) PROGRAM	644.9	0.0	0.0
ONTARIO EMPLOYMENT INCENTIVE PROGRAM (O.E.I.P.)	0.0	0.0	295.9
Gross Expenditure excluding Capital Financing	<u>27,182.2</u>	<u>24,251.7</u>	<u>23,599.9</u>
Less Reimbursement Credits:			
Interdepartmental Recoveries	5,995.6	6,297.8	5,750.9
Provincial Grants & Subsidies			
- C.O.E.D.	513.6	0.0	0.0
- O.E.I.P.	0.0	0.0	295.9
- Other	632.0	352.5	94.1
Other Revenue	9,245.0	5,972.6	5,643.3
Transfer of Rental Revenue to Other Departments' Accounts	(1,069.2)	0.0	0.0
Total Reimbursement Credits	<u>15,317.0</u>	<u>12,622.9</u>	<u>11,784.2</u>
Net Expenditure excluding Capital Financing	<u>11,865.2</u>	<u>11,628.8</u>	<u>11,815.7</u>
Capital Financing:			
DEBT CHARGES	4,173.8	4,125.5	4,093.9
CAPITAL FROM CURRENT	722.7	699.8	823.6
Total Capital Financing	<u>4,896.5</u>	<u>4,825.3</u>	<u>4,917.5</u>
Net Expenditure including Capital Financing	<u>16,761.7</u>	<u>16,454.1</u>	<u>16,733.2</u>

TABLE I(a)

		THE MUNICIPALITY OF METROPOLITAN TORONTO 1984 OPERATING BUDGET		Form No. MT 06 Date Dec. 21, 1983
DEPARTMENTAL OR AGENCY APPROPRIATIONS SUMMARY				
DEPARTMENT OR AGENCY:		PARKS AND PROPERTY DEPARTMENT		
PROGRAM OR APPROPRIATION	In \$000's to one decimal place			1983 PROJECTED ACTUAL
	1984 ESTIMATE	1983 ESTIMATE		
ADMINISTRATION	3,142.4	2,767.5		2,890.1
RENOVATIONS	4,692.5	1,653.5		1,310.0
REAL ESTATE	486.9	484.5		464.2
PROPERTY MANAGEMENT	1,622.8	1,547.0		1,429.3
MAINTENANCE OF GENERAL PARKLANDS	6,538.6	6,085.8		5,883.2
HORTICULTURE & ARBORICULTURE	3,014.0	2,662.0		2,637.0
SPORTS & OTHER ACTIVITIES	3,083.3	2,728.6		2,592.5
TRANSPORTATION SERVICES	2,708.3	2,577.9		2,570.1
CARETAKING & MAINTENANCE	6,483.2	6,030.5		5,988.2
CANADA/ONTARIO EMPLOYMENT DEVELOPMENT (C.O.E.D.) PROGRAM	<u>1,213.3</u>	<u>644.9</u>		<u>887.1</u>
Gross Expenditure excluding Capital Financing	<u>32,985.3</u>	<u>27,182.2</u>		<u>26,651.7</u>
Less Reimbursement Credits:				
Interdepartmental Recoveries	7,983.6	5,995.6		5,751.5
Provincial Grants & Subsidies				
- C.O.E.D.	811.2	513.6		644.8
- Other	438.3	632.0		424.8
Other Revenue	10,602.3	9,245.0		9,611.8
Transfer Of Rental Revenue To Other Departments' Accounts	<u>(1,589.1)</u>	<u>(1,069.2)</u>		<u>(1,442.3)</u>
Total Reimbursement Credits	<u>18,246.3</u>	<u>15,317.0</u>		<u>14,990.6</u>
Net Expenditure excluding Capital Financing	<u>14,739.0</u>	<u>11,865.2</u>		<u>11,661.1</u>
Capital Financing:				
DEBT CHARGES	4,050.6	4,173.8		4,148.0
CAPITAL FROM CURRENT	<u>765.8</u>	<u>722.7</u>		<u>722.7</u>
Total Capital Financing	<u>4,816.4</u>	<u>4,896.5</u>		<u>4,870.7</u>
Net Expenditure including Capital Financing	<u>19,555.4</u>	<u>16,761.7</u>		<u>16,531.8</u>

TABLE II

3

MUNICIPALITY OF METROPOLITAN TORONTO
FIVE-YEAR CAPITAL PROGRAM FOR THE YEARS 1984-1988
DETAILED PROGRAM ESTIMATES FOR PARKS

DESCRIPTION OF PROJECT	PRIORITY	GROSS ESTIMATED COST	APPROVED BY O.M.B.	TO DEC 31 1983	ESTIMATED EXPENDITURES (GROSS)					TOTAL BALANCE 84-88 INCL. TO COMPL. O.M.B. APPLIC.	
					1984	1985	1986	1987	1988		
-----THOUSANDS OF DOLLARS-----											
SUMMARY											
WORKS IN PROGRESS		8,575	9,200	7,085	1,490	0	0	0	0	1,490	0
WORKS WITH SOME COMMITMENT		7,155	205	100	250	650	1,300	2,030	1,825	6,055	1,000
WORKS WITH NO COMMITMENTS MADE		33,250	0	0	1,570	4,950	3,645	4,945	5,035	20,145	13,105

GROSS EXPENDITURE		48,980	9,405	7,185	3,310	5,600	4,945	6,975	6,860	27,690	14,105

SUBSIDIES		4,790	0	0	875	0	0	0	165	1,040	3,750
GRANTS		3,615	0	0	315	0	0	1,370	1,495	3,180	435
OTHER EXTERNAL FUNDS		500	0	0	0	500	0	0	0	500	0

NET CAPITAL EXPENDITURE		40,075	9,405	7,185	2,120	5,100	4,945	5,605	5,200	22,970	9,920

WORKS IN PROGRESS:-

1 SOUTH HUMBER DEVELOPMENT	4	920	920	840	80	0	0	0	0	80	0
2 TORONTO ISLAND SEMERS	10	3,075	3,400	2,840	235	0	0	0	0	235	0
3 TORONTO ISLAND MARINA	11	540	540	485	55	0	0	0	0	55	0
4 HUMBER VALLEY GOLF COURSE DEVELOPMENT	5	300	300	280	20	0	0	0	0	20	0

TABLE II (cont'd.)

MUNICIPALITY OF METROPOLITAN TORONTO
FIVE-YEAR CAPITAL PROGRAM FOR THE YEARS 1984-1988
DETAILED PROGRAM ESTIMATES FOR PARKS

DESCRIPTION OF PROJECT	PRIORITY	GROSS ESTIMATED COST	APPROVED BY O.M.B.	TO DEC 31 1983	ESTIMATED EXPENDITURES (GROSS)					TOTAL 84-88 INCL.	BALANCE TO COMPL.	O.M.B. APPLIC.
					1984	1985	1986	1987	1988			
THOUSANDS OF DOLLARS												
WORKS IN PROGRESS (cont'd.)												
5 TORONTO ISLAND DEVELOPMENT - VARIOUS PROJECTS	1	1,400	1,400	1,200	200	0	0	0	0	200	0	
6 BLACK CREEK DEVELOPMENT	6	225	225	150	75	0	0	0	0	75	0	
7 MAINLAND DOCK - TRILLIUM	2	800	950	725	75	0	0	0	0	75	0	
8 TORONTO ISLAND CHURCH RENOVATION	7	350	500	200	150	0	0	0	0	150	0	
9 CENTRAL DON DEVELOPMENT	8	300	300	65	235	0	0	0	0	235	0	
10 ROUGE PARK DEVELOPMENT	9	300	300	100	200	0	0	0	0	200	0	
11 FERRY SERVICE IMPROVEMENTS	3	365	365	200	165	0	0	0	0	165	0	
		8,575	9,200	7,085	1,490	0	0	0	0	1,490	0	

WORKS ON WHICH NO PHYSICAL CONSTRUCTION HAS COMMENCED BUT ON WHICH CERTAIN COMMITMENTS HAVE BEEN MADE

12 GUILDWOOD PARK DEVELOPMENT	18	2,150	0	0	0	0	150	500	1,150	1,000	1985 - \$ 650 1986 - \$1,500
13 BEARE ROAD SKI FACILITY	25	3,100	0	100	50	150	150	1,325	3,000	0	1986 - \$1,000
14 EARL BALES PARK OPEN AIR THEATRE	19	1,500	0	0	0	500	1,000	0	1,500	0	1985 - \$1,500
15 ROUGE VALLEY DEVELOPMENT	26	205	205	0	0	0	0	205	0	205	0
16 CENTRAL DON DEVELOPMENT	17	200	0	0	200	0	0	0	0	200	0
		7,155	205	100	250	650	1,300	2,030	1,825	6,055	1,000

TABLE II (cont'd.)

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MUNICIPALITY OF METROPOLITAN TORONTO
FIVE-YEAR CAPITAL PROGRAM FOR THE YEARS 1984-1988
DETAILED PROGRAM ESTIMATES FOR PARKS

DESCRIPTION OF PROJECT	PRIORITY	GROSS ESTIMATED COST	APPROVED BY O.M.B.	TO DEC 31 1983	ESTIMATED EXPENDITURES (GROSS)					TOTAL 84-88 INCL.	BALANCE TO COMPL.	O.M.B. APPLIC.
					1984	1985	1986	1987	1988			
-----THOUSANDS OF DOLLARS-----												
WORKS ON WHICH NO COMMITMENTS HAVE BEEN MADE:-												
17 TORONTO ISLAND DEVELOPMENT VARIOUS PROJECTS	12	8,000	0	0	850	2,950	2,150	600	0	6,550	1,450	1984 - \$2,950 1985 - \$3,600
18 ETOBICOKE CREEK DEVELOPMENT	13	750	0	0	350	100	100	200	0	750	0	1984 - \$ 350 1985 - \$ 400
19 SOUTH HUMBER DEVELOPMENT	27	450	0	0	0	0	0	350	100	450	0	1987 - \$ 350 1988 - \$ 100
20 NORTH HUMBER DEVELOPMENT	24	1,300	0	0	0	100	200	500	0	800	500	1985 - \$ 300 1987 - \$ 500
21 BLACK CREEK DEVELOPMENT	23	500	0	0	0	300	0	200	0	500	0	1985 - \$ 300 1987 - \$ 200
22 CENTRAL DON DEVELOPMENT	22	550	0	0	0	100	250	200	0	550	0	1985 - \$ 350 1987 - \$ 200
23 WEST DON DEVELOPMENT	28	500	0	0	0	0	0	200	300	500	0	1987 - \$ 500
24 EAST DON DEVELOPMENT	16	400	0	0	100	100	100	100	0	400	0	1984 - \$ 200 1986 - \$ 200
25 HIGHLAND CREEK DEVELOPMENT	29	700	0	0	0	0	65	235	400	700	0	1986 - \$ 700
26 ROSETTA MCILAIN GARDENS	14	550	0	0	120	150	130	150	0	550	0	1984 - \$ 270 1986 - \$ 280
27 WATERFRONT IMPROVEMENTS	15	2,200	0	0	150	350	0	0	200	700	1,500	1984 - \$ 500 1988 - \$ 500
28 RECREATION FACILITIES DEVELOPMENT	31	4,600	0	0	0	0	0	1,710	1,235	2,945	1,655	1987 - \$1,700 1988 - \$1,300

TABLE II (cont'd.)

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MUNICIPALITY OF METROPOLITAN TORONTO
FIVE-YEAR CAPITAL PROGRAM FOR THE YEARS 1984-1988

DETAILED PROGRAM ESTIMATES FOR PARKS

DESCRIPTION OF PROJECT	PRIORITY	GROSS ESTIMATED COST	APPROVED BY O.M.B.	TO DEC 31 1983	ESTIMATED EXPENDITURES (GROSS)					TOTAL 84-88 INCL.	BALANCE TO COMPL.	O.M.B. APPLIC.
					1984	1985	1986	1987	1988			
--THOUSANDS OF DOLLARS--												
WORKS ON WHICH NO COMMITMENTS HAVE BEEN MADE:- (cont'd)												
29 SERVICE FACILITIES	20	1,850	0	0	0	400	150	0	300	850	1,000	1985 - \$ 550 1988 - \$ 300
30 FERRY SERVICE IMPROVEMENTS II	30	5,000	0	0	0	0	0	0	2,000	2,000	3,000	1988 - \$5,000
31 LAND ACQUISITION	21	5,900	0	0	0	400	500	500	500	1,900	4,000	1985 - \$ 900 1987 - \$1,000
		33,250	0	0	1,570	4,950	3,645	4,945	5,035	20,145	13,105	

For capital purposes, the Metro Parks program provides for a total of \$27.7 million in gross expenditure for the period 1984 to 1988 inclusive. Significant commitments have been made to the Toronto Islands and to various developments throughout the Parks system. Table II which follows illustrates the 1984-88 capital program for Parks purposes.

The Department is also involved in the planning and priority setting for the development of the Waterfront by the M.T.R.C.A. The 1984-88 Capital Budget identifies about \$6.9 million gross expenditure (Metro Toronto share) for Lake Ontario Waterfront Development by the M.T.R.C.A.

While the Property Division has no capital program of its own, it is responsible for the implementation of a variety of capital projects which are the budgetary responsibility of Parks and Property and some other departments. For example, the Real Estate group provides cost estimates for properties to be acquired as part of various projects associated with other departments, agencies and commissions. The Property Division and the Planning and Research (formerly Planning and Development) Section plan and manage construction of Police and Ambulance buildings.

Table III summarizes the 1984-88 capital program in other areas with which the Parks and Property Department is involved.

It is important to note that the capital and current programs of other departments and agencies have a significant impact on the operation of the Parks and Property Department.

TABLE III

FIVE YEAR CAPITAL PROGRAM*
1984-1988
ESTIMATED EXPENDITURE (GROSS)
(\$000's)

	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>TOTAL</u>
PARKS	3,310	5,600	4,945	6,975	6,860	27,690
POLICE	13,500	24,690	13,900	5,200	1,900	59,190
AMBULANCE	1,662	490	900	900	1,500	5,452
C.N.E.	7,467	10,000	10,000	10,000	10,000	47,467
ZOO	<u>1,175</u>	<u>1,035</u>	<u>782</u>	<u>915</u>	<u>1,000</u>	<u>4,907</u>
 TOTAL	27,114	41,815	30,527	27,990	21,260	144,706

*As revised January, 1984.

IV MAJOR ASSETS

Table IV which follows describes the 1982 acreage totals for the Metro Parks system and Exhibit 10 is a map of the Parks system within Metro. It is noted that approximately 9,000 acres are managed through the Metro system. Of this, about half is in its natural state. Associated with this acreage are a number of buildings and other structures used both by the public and for maintenance purposes. The Department also operates the Island Ferry service with five vessels operating from the Ferry Terminal. The Department maintains Police Buildings, Ambulance Services Buildings, the Old City Hall, the Metro Toronto Track and Field Centre and the residential buildings in its housing portfolio.

METROPOLITAN TORONTO PARKS SYSTEM

1982 ACREAGE TOTALS

TABLE IV

(Revised up to December 31, 1982)

<u>BY AREA MUNICIPALITY</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>
Borough of East York	560.575	614.716	614.685	614.685
Borough of Etobicoke	956.751	957.013	960.239	1,063.981
City of North York	2,262.851	2,362.24	2,427.465	2,458.98
Borough of Scarborough	3,258.630	3,266.969	3,285.313	3,322.708
City of Toronto	1,015.298	1,224.538	1,232.981	1,235.858
Borough of York	316.425	314.397	314.397	314.589
T O T A L	8,370.530	*8,739.873	*8,835.080	*9,010.801

BY WATERSHED

Black Creek	310.884	369.242	425.522	425.522
Don	1,832.957	1,911.894	1,913.232	1,933.032
Etobicoke Creek	66.134	66.134	66.134	66.134
Finch Dam	365.883	365.883	365.883	365.883
Highland Creek	947.104	947.369	948.248	949.146
Humber	1,507.511	1,505.751	1,516.02	1,569.769
Mimico Creek	7.940	7.934	8.681	10.186
Rouge	1,756.900	1,757.711	1,757.632	1,757.632
Scarborough Bluffs	436.794	443.642	460.970	497.467
Toronto Islands	552.000	552.000	552.000	552.000
West Waterfront	10.490	10.490	18.933	70.49
Willowdale Dam	206.67	223.280	223.282	234.997
Mid Waterfront	369.303	578.543	578.543	578.543
T O T A L	8,370.530	*8,739.873	*8,835.08	*9,010.801

*369.343
Net Acreage
Increase
from 1979

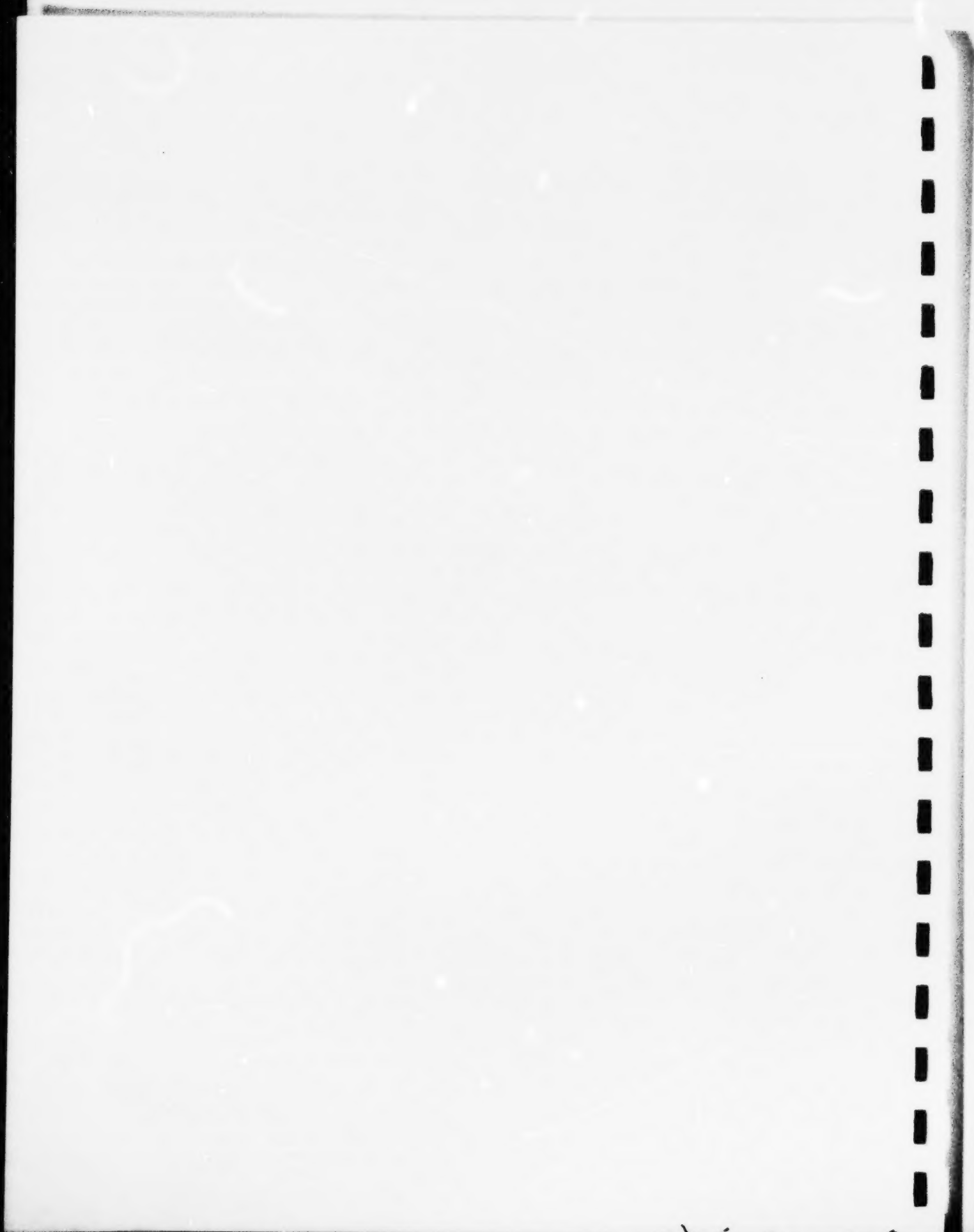
*95.207
Net Acreage
Increase
from 1980

*175.721
Net Acreage
Increase
from 1981



APPENDIX B

LIST OF REFERENCE MATERIALS



Department of Parks and Property

List of reference materials:

I. Property

1. CREATION OF DEPARTMENT

ECR 26 (3)	June 26, 1956
Property Commissioner	Bylaw 769
(Repealed Bylaw 519-December 14, 1956)	March 25, 1958
Most Recent	Bylaw 140-77
	August 3, 1977
Deputy Commissioner	Bylaw 141-77
	August 3, 1977
2. SUBWAY PROPERTY COMMITTEE

Established	ECR 17 (8)	April 7, 1959
	ECR 52 (6)	November 30, 1965
Transfer of Duties	ECR 47 (2)	December 13, 1977
Dissolved-Transferred to Property	P & R 14 (8)	October 13, 1978
3. PROPERTY DEPARTMENT - EXHIBITION PLACE

ECR 53 (2)	November 5, 1974
ECR 21 (7)	July 29, 1975
ECR 13 (Rec 3.9B)	March 2, 1976
ECR 16 (5)	June 21, 1983
4. PROPERTY DEPARTMENT - STADIUM

ECR 12 (21)	March 26, 1974
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5. PROPERTY DEPARTMENT - ZOO

ECR 36 (19)	October 13, 1978
ECR 5 (1)	February 16, 1982
Recommendation (E)	
6. PROPERTY DEPARTMENT - AMBULANCE SERVICES

MSC 10 (19)	June 1, 1976
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7. PROPERTY DEPARTMENT - COMMUNITY SERVICES

Assumption:

Welfare & Hsg. R.14 (1)
ECR 60 (5)

November 1, 1966
December 15, 1966

Transfer to Community Services:

ECR 13 (1) Recommendation "I"
ECR 19 (12)

April 23, 1982
May 28, 1982

8. PROPERTY DEPARTMENT - COURT HOUSE

ECR 44 (1)

September 10, 1963

9. PROPERTY DEPARTMENT - LIBRARY BOARD

ECR 46 (5)

December 4, 1973

10. HOUSING RELATED REPORTS

Original authority

ECR 63 (11)

December 17, 1957

Maintenance

ECR 11 (28)

March, 1972

Social Services & Housing 12 (2)

May 31, 1974

Disposal and Rental Soc. Serv. & Hsg. 10 (4)

July 29, 1975

Council Minutes Oct. 7, 1975

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ECR 38 (21)

Sept. 10, 1976

MSC 2 (8)

April 4, 1978

Rental & Sales

MSC 2 (9)

April 4, 1978

MSC 5 (1)

April 10, 1979

Recommendations 9(c) & (d) & 20.

11. INTERIM HOUSING

Welfare & Housing 6 (3)

May 14, 1965

Welfare & Housing 14 (1)

October 31, 1967

Social Services & Housing 16 (1)

October 31, 1972

ECR 10 (12) (Phasing out)

April 5, 1977

12. Property Department's response to the Chairman's Office relating to the Thorne Group organization study - June, 1972.

13. Programme and Operations Analysis Report: Property Department, Volume I & II, September 1978.

14. Draft report respecting the Housing Portfolio recommendation a new appropriation.

II. Parks

1. PARKS STANDING COMMITTEE

	Bylaw 193	effective January 1, 1955
Amended	Bylaw 654	effective August 13, 1957
Amended	Bylaw 153/78	effective September 19, 1978

2. PARKS DEPARTMENT

Bylaw 231	effective April 5, 1955
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3. STATEMENT OF POLICY

Planning & Parks Committees, Rep. 1 (Cl.2) February 21, 1956
Parks and Recreation Committee, Rep. 15 (l) November 15, 1966

4. POLICY RESTATED

ECR 40 (2) August 22, 1972

5. VARIOUS PARKS POLICIES

Special Events	P & R Rep. 9(3) May 18, 1976
Erosion Control	P & R Rep. 13(2) October 31, 1972
	P & R Rep. 9(4) May 29, 1973

Athletic & Aquatic Grants	ECR 37 (3) October 2, 1973
Leases re Boats	P & R Rep. 1(6) January 27, 1976
Non-cultural Events	P & R Rep. 1(3) February 11, 1975

6. PARKS - EXHIBITION PLACE

ECR 53 (2)	November 5, 1974
ECR 21 (7)	July 29, 1975

7. PARKS - CONSERVATION AUTHORITY

Operating Agreement	P & R Rep. 10(5) September 19, 1972
See also	P & R 13(2) December 17, 1963
Waterfront	P & R 8(l) June 27, 1972

8. METROPOLITAN ZOO

P & R 8(5)	June 14, 1966
P & R 8(1)	May 14, 1968
P & R 14(1)	November 14, 1969
P & R 6(11)	May 22, 1970
ECR 25(1)	August 11, 1970
ECR 7(6)	May 25, 1973

9. CIVIC GARDEN CENTRE

P & R 9(3)	June 30, 1964
P & R 10(3)	September 22, 1964

10. YORK UNIVERSITY - TRACK AND FIELD CENTRE

P & R 15(1)	December 16, 1975
P & R 6(1)	April 6, 1976
ECR 41(4)	October 5, 1976

11. ONTARIO SCIENCE CENTRE

ECR 34(6)	September 16, 1969
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12. Parks Department In-house Review - 1978

13. Parks Department Compendium 1977

III. Parks & Property Combined

1. Updated organization charts reflecting staffing as of June 1, 1983.
2. 1983 Operating Budget Estimates
3. 1983 Capital Budget Estimates
4. Bylaw 80-1980 MSC 4 (1) June 3, 1980
5. 1984 Operating Budget Estimates
6. 1984-88 Capital Works Program
7. 10 Year Concept Plan of Major Recreation Facilities - Metropolitan Parks System P.P. & R. Cttee. (2) Nov. 16, 1983.

APPENDIX C

LIST OF INTERVIEWS

A. LIST OF INTERVIEWS FOR EVALUATION ASSESSMENT

R. G. Bundy, Commissioner	June 24
C. C. Roberts, Deputy Commissioner, Parks	June 27
Dick Nikolayuk, Deputy Commissioner, Property	June 17
Pat McGran, Senior Administrative Officer	June 22
F. E. Kershaw, Manager, Planning and Development	June 28
Peter A. L. Stickley, Director, Real Estate	July 6
John A. Carey, Manager, Operations, Property Division	June 24
Vic Portelli, Manager, Operations, Parks Division	June 27

Note: Interviews conducted by A. Tong and J. Dillane

B. LIST OF INTERVIEWS FOR EVALUATION AND REVIEW

I. METRO TORONTO DEPARTMENTS/AGENCIES

Metro Police	J. Ackroyd, Chief	Nov. 17, 1983
	T. Osborne, Manager Facilities Planning	Oct. 14, 1983
	P. Moore, Chief Administrative Officer	Sept. 30, 1983
Ambulance Services	J. Dean, Commissioner	Oct. 13, 1983
	S. Attard, Administration Officer	(Meeting with all four)
	T. Alston, Superintendent Field Operations	
	L. Klinck, Superintendent Field Operations	
Works Department	R. Ferguson, Deputy Commissioner	Oct. 5, 1983
Metro Zoo	B. Smith, Director Finance & Personnel	Oct. 25, 1983

Audit Department	A. Andrews, Metropolitan Auditor	Sept. 27, 1983
Exhibition Place	M. Richman, General Manager, Administration	Oct. 4, 1983
	D. McEachern, Manager Operations	Oct. 4, 1983
	R. Ferguson, Assistant General Manager	Sept. 28, 1983
Community Services	W. P. Clarkin, Manager, Metro Housing Co. Ltd.	Dec. 12, 1983
	G. Coleman, General Manager, Homes for the Aged	Dec. 13, 1983
T.T.C.	H. Sweezie, Manager of Land Development	Dec. 20, 1983 (by telephone)
	S. Lawrence, General Manager, Engineering & Construction	Dec. 29, 1983 (by telephone)

2. OTHER ORGANIZATIONS

City of Toronto Property Department	Mr. Rashmi Nathwani Commissioner	Dec. 13, 1983
Ministry of Government Services	Mr. Lon Pencak, Assistant Deputy Minister Accommodation	Sept. 27, 1983

3. METRO PARKS & PROPERTY DEPARTMENT

(An initial round of interviews was held as part of evaluation assessment phase. These are noted in Appendix B.)

Mr. R. Bundy, Commissioner	Jan. 12, 1984
Mr. C. Roberts, Deputy Commissioner, Parks	Dec. 16, 1983
Mr. R. Nikolayuk, Deputy Commissioner, Property	Dec. 20, 1983
Mr. F. Kershaw, Manager, Planning & Research	Dec. 20, 1983
Mr. J. Carey, Manager, Construction & Renovations	Dec. 12, 1983 Dec. 15, 1983
Mr. V. Portelli, Manager, Operations	Nov. 29, 1983 Dec. 1, 1983

Mr. H. Nazar, Supervisor, Valuation & Negotiation)	Dec. 16, 1983
)	Jan. 16, 1984
Mr. H. Wright, Property Supervisor	)
Mr. P. McGran, Senior Administrative Officer	Dec. 21, 1983

NOTE: J. Dillane, Senior Management Consultant, M.S.D. arranged and conducted most of the interviews. In several cases, A. J. De Gagne, Commissioner, D. J. Hipgrave, Director of Policy Research and Management Consulting Division and A. Tong, Senior Management Consultant also participated.